BROCKTON

DOWNTOWN/TROUT BROOK REDEVELOPMENT PLAN

DOWNTOWN / TROUT BROOK REDEVELOPMENT PLAN

APPROVED BY CITY COUNCIL DECEMBER 2020

SOURCE: GOOGLE EARTH

Prepared for
The Brockton Redevelopment Authority
The City of Brockton
MassDevelopment

Prepared by
Harriman
RKG Associates
Innes Associates

ACKNOWLEDGMENTS

In Memoriam: Mayor Bill Carpenter

CITY OF BROCKTON

Robert F. Sullivan, Mayor

BROCKTON CITY COUNCIL

Shirley Asack, Ward 7, Council President
Moises Rodrigues, Councilor-at-Large
Winthrop Farwell Jr., Councilor-at-Large
Tina Cardosa, Councilor-at-Large
Rita Mendez, Councilor-at-Large
Timothy Cruise, Ward 1
Thomas Monahan, Ward 2
Dennis Eaniri, Ward 3
Susan Nicastro, Ward 4
Jeffrey Thompson, Ward 5
John Lally, Ward 6

BROCKTON REDEVELOPMENT AUTHORITY

Philip Griffin, Chairman
Suzanne Fernandes, Treasurer
Eugene Marrow, Clerk
Richard Johnson, Member
Robert Jenkins, Executive Director

BROCKTON PLANNING BOARD

Bob Pelaggi, Chairperson
Toni Goncalves
Larry Hassan
Craig Pina
Reggie Thomas

CSX MASTER PLAN COMMITTEE

Jeffrey Thompson, Brockton City Council, Ward 5
Anne Beauregard
John Channell, Banner Systems
Amanda Chisholm, MassDevelopment
Chris Cooney, MetroSouth Chamber of Commerce
Frank Davin, Elliot Street resident, property owner
Brian Droukas, Real Estate
George Durante, MassDevelopment
Dan Evans, Evans Machine Company
Angela Gallagher, Massachusetts Department of Environmental Protection
Matt George, Elliot Street, property owner and resident
Emily Hall, Brockton Redevelopment Authority
John Handrahan, Massachusetts Department of Environmental Protection
Richard Heieh, Elliot Street property owner

DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT

Rob May, CEcD, Director of Planning and Economic Development
Shane O'Brien, Staff Planner
Megan Shave, Conservation Agent
Pam Gurley, Administrative Assistant

MASSDEVELOPMENT

Amanda Chisholm, Vice President
Christine Madore, AICP, Vice President
George Durante, TDI Fellow

CONSULTANT TEAM

HARRIMAN

Emily Keys Innes, AICP, LEED AP ND, Director of Planning
Kartik Shah, AICP, LEED AP, Director of Urban Design
Phillip Hu, AICP, Urban Designer/Planner

RKG ASSOCIATES

Eric Halvorsen, AICP, Vice President/Principal
Ryan Kiracofe, Senior Urban Planner/Market Analyst

TABLE OF CONTENTS

12.02(1) Executive Summary 1

Introduction 1

Planning Process 1

Findings Relative to Future Development 1

Summary of Existing Conditions 2

Downtown / Trout Brook Redevelopment District Plan 4

Implementation Plan 10

12.02(2)Characteristics 13

Description of the Redevelopment Area 13

History of the Area 13

Previous Planning and Efforts to Redevelop 14

Easements 14

Transportation 14

Utilities 16

Existing Land Uses 17

Current Zoning 17

Other Regulatory Requirements 18

12.02(3) Eligibility 36

Definition and Applications 36

Environmental Justice Populations 37

Inventory and Ownership 37

Wetlands and Flood Zones 42

Activity and Use Limitations 44

Private Wells 44

Implications for the BRA 44

Local Survey and Conformance with the Municipality's Planning Documents 46

Consistency with Commonwealth Sustainability Principles 47

12.02(4) Objectives 48

Plan Objectives 48

Proposed Zoning Changes 48

Design Guidelines 48

Proposed Redevelopment 50

Job Retention, Creation, and Elimination 50

12.02(5) Acquisitions 50

12.02(6) Relocation 50

12.02(7) Site Preparation **51**
12.02(8) Public Improvements **54**
12.02(9) Disposition **54**
12.02(10) Redeveloper's Obligations **58**
12.02(11) Time Frame **59**
12.02(12) Financial Plan **60**
12.02(13) Citizen Participation **64**
Public Participation in Project Execution 65
12.02(14) Requisite Municipal Approvals **65**
12.02(15) Massachusetts Environmental Policy Act (MEPA) **65**
12.03 Plan Changes **65**
Minor Plan Change 65
Major Plan Change 66

APPENDICES

Appendix A Inventory of Parcels
Appendix B Municipal Approvals
Appendix C CSX Site Master Plan Study (June 2019)
Appendix D Environmental Notification Form

LIST OF FIGURES AND TABLES

Figure 1: Downtown/Trout Brook Redevelopment District Boundary vi
Figure 2: CSX Area Development Plan 5
Figure 3: Cross-Section of Multi-use Path 6
Figure 4: Examples of Pedestrian Improvements 7
Figure 5: Brockton, Mass: 1878, Beck & Pauli 12
Table 1: Downtown/Trout Brook Redevelopment District Snapshot 13
Figure 6: Location of City Utilities 15
Table 2: Dimensional Standards within the Downtown/Trout Brook Redevelopment District 18
Table 3: Permitted Uses and Special Uses within the Downtown/Trout Brook Redevelopment District 19
Figure 7: 12.02(2)(a) Boundary of the Downtown/Trout Brook Redevelopment District 20

Figure 8: 12.02(2)(b) Property Lines and the Footprint of Buildings (Existing) 21
Figure 9: 12.02(2)(b) Property Lines and the Footprint of Buildings (Proposed) 22
Figure 10: 12.02(2)(c) Existing Land Uses 23
Figure 11A: 12.02(2)(c) Current Zoning and DIF District 24
Figure 11B: 12.02(2)(c) Proposed Zoning 25
Figure 12: 12.02(2)(d) Proposed Land Uses 26
Figure 13: 12.02(2)(d) Proposed Public improvements (Trout Brook Path and Storm/Floodwater storage) 27
Figure 14: 12.02(2)(d) Proposed Public Improvements (Utilities) 28
Figure 15: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Existing) 29
Figure 16: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Proposed) 30
Figure 17: 12.02(2)(f) Parcels to be acquired 31
Figure 18: 12.02(2)(g) Lots to be created 32
Figure 19: 12.02(2)(g) Lots to be created for disposition 33
Figure 20: 12.02(2)(h) Buildings to be demolished and (i) Buildings to be rehabilitated 34
Figure 21: 12.02(2)(j) Buildings to be constructed 35
Table 4: 2010 Environmental Justice Populations 37
Table 5: Ownership and Parcel Characteristics within Redevelopment area 38
Figure 22: Parcel Ownership within Downtown/Trout Brook Redevelopment District 40
Figure 23: Detailed Land Use 41
Figure 24: CSX Site looking diagonally toward Court Street 42
Figure 25: FEMA Flood Zones 43
Table 6: Private Wells 44
Figure 26: Environmental Conditions 45
Table 7: Sustainable Development Principles 47
Table 8: Development Volumes 50
Table 9: Parcels for Acquisition 52
Table 10: Anticipated Relocations from Identified Acquisitions 53
Table 11: Anticipated Disposition 55
Figure 27: Property Lines and the Footprint of Buildings (Existing) 56
Figure 28: Parcelization Plan and Lots to be created for disposition 57
Table 12: Planned Demolitions to be done by the City/BRA 58
Table 13: Estimated Plan Budget: Uses and Sources* 62

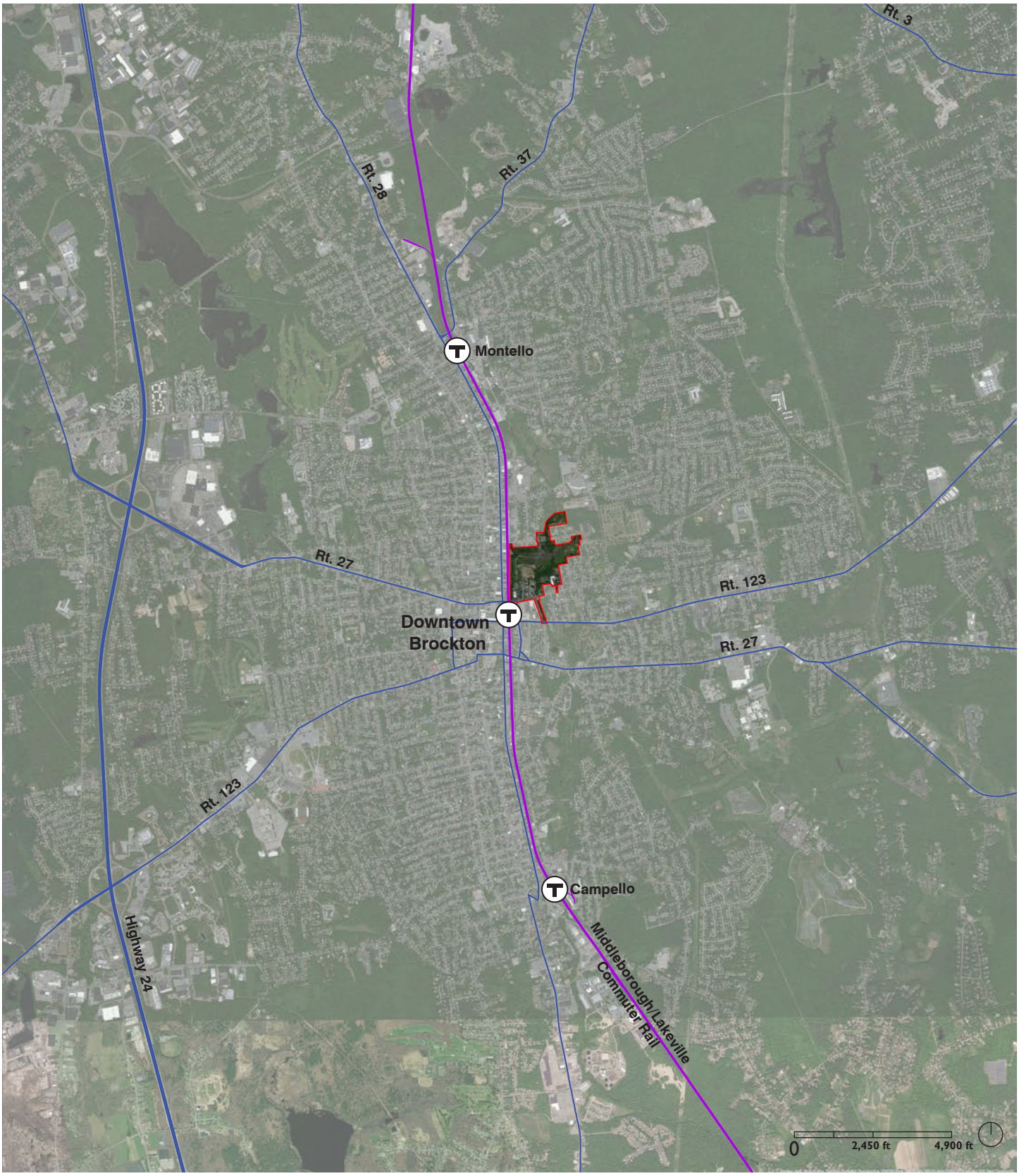


Figure 1: Downtown/Trout Brook Redevelopment District Boundary

12.02(1) EXECUTIVE SUMMARY

INTRODUCTION

The boundary of the redevelopment area includes the CSX property, which is a former railyard for freight rail, and surrounding properties. The area is bisected by Trout Brook. This redevelopment area is directly adjacent to Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

The redevelopment area has some industrial uses but is mostly vacant, and it separates the Downtown from existing residential neighborhoods. This redevelopment area is not contributing to the economic health of the Downtown, nor is it an asset for the adjacent neighborhoods. However, in addition to being adjacent to the Downtown, much of the redevelopment area is within easy walking distance of Brockton Station (the commuter rail) and the Brockton Area Transit Centre (bus station).

This Redevelopment Plan will define a vision for the area, the goals that will support that vision, and the actions that the BRA and City can implement to support that vision. This Plan evaluates future development possibilities for the redevelopment area by understanding existing conditions and developing scenarios with different mixes of land uses, including industrial, commercial, and residential. This Plan follows the guidelines of 760 CMR 12.00 (as revised in May 2018) as an urban renewal plan under Chapter 121B of the Massachusetts General Laws.

PLANNING PROCESS

The City of Brockton and MassDevelopment sponsored this process. The consultant team was led by Harriman, a design and planning firm, and included RKG Associates, specialists in market analysis.

The goals of the planning process were as follows:

- Research existing regulatory, physical conditions, and market conditions
- Work with the Master Planning Committee to understand nuances of current conditions
- Explore different concepts for future development
- Develop a final report for the City, documenting the process and future potential

The City appointed a Master Planning Committee to provide information to the consultant team and review progress throughout the process. This committee met in October and November 2018 and February 2019 prior to the preparation of this Redevelopment Plan.

The City also appointed a Working Group, which included members of staff, representatives from MassDevelopment, and members of the consultant team. This group participated in regular conference calls to discuss the project and prepare for the Open House and meetings of the Master Plan Committee.

The City sponsored an open house in March 2019 to test various scenarios with members of the public. Feedback from that open house has been incorporated into this report. After the Open House, the City decided to expand this planning process into one appropriate for a full Redevelopment Plan.

FINDINGS RELATIVE TO FUTURE DEVELOPMENT

Future development in the redevelopment area is limited as a result of physical, environmental, regulatory, and market conditions. The land within the redevelopment area is bisected by Trout Brook, a regulatory floodway, and has some environmental contamination from previous uses in the area. The parcels range in size and shape, and the ownership is spread among many owners. The redevelopment area has good connections to surrounding communities and Boston via

public transit (rail and bus) and state highways. However, the local access is poor for industrial uses; the historic underpasses are too low for standard tractor-trailers.

Access to public transit is very good, with both commuter rail and regional bus stations within walking distance of most of the redevelopment area. The proximity to the Downtown and to existing neighborhoods would allow development in the redevelopment area to supplement an existing mixed-use environment.

Demographic trends present challenges for redevelopment. Brockton's slow population growth, relatively low incomes, and low property values make it a challenging location for new ground-up development of all types.

The following section summarizes the information about existing conditions provided in *Section 12.02 (2) Characteristics*.

SUMMARY OF EXISTING CONDITIONS

PHYSICAL, ENVIRONMENTAL, AND REGULATORY

Section 12.02 (2) Characteristics contains more details on the existing physical, environmental, and regulatory conditions in the redevelopment area. The key findings from that report are as follows:

History

- The CSX property was the location of the Brockton freight yard, which acted as a secondary freight rail facility for CSX. CSX relocated its rail yard activities near Boston to Worcester (for intermodal containers) and Westborough (for bulk/carload shipments), and the site has not been used as a rail yard since the 1980s. A warehouse facility that received freight rail service at the site also ended rail operations many years ago.
- The Elliot Street Bridge (BRO.930)[1] and the Court Street Bridge (BRO.931), also known as the Old Colony Railroad Bridge and Brockton Viaduct, were constructed in 1896 and designed by architects Holbrook, Cabot, and Daly.
- A previous study prepared by the UMass Donahue Institute[2] identified potential redevelopment opportunities for the CSX property, particularly focusing on the viability of industrial freight uses. While the property has many advantages such as a large footprint, direct rail access, and industrial zoning, its limited access to major roadways and position in the regional freight rail network places it at a competitive disadvantage. CSX considers the property as part of their "excess real estate portfolio" due to limited interest from rail customers.

Ownership

- The redevelopment area contains 48 parcels, mostly undeveloped, approximately 66.1 acres, and valued at $14 million.
- The 48 parcels have 26 different owners. Consolidated Rail Corporation is the largest land owner (two parcels, 31.4 acres). Fenton Associates owns approximately 7.5 acres. The City of Brockton owns eight parcels of 6.4 acres. Briscoe Bailing opens approximately 3.1 acres. "Evans Daniel R Jr Trustee" owns six parcels, almost 2.5 acres.
- Easements within the redevelopment area include passageways, gas, and sewer.

Land Use

- Trout Brook divides the redevelopment area into two – west and east. The western side is adjacent to the downtown; the eastern side to the existing neighborhoods.
- Existing land uses include residential, commercial, and industrial. The largest parcel in the redevelopment area is identified as undeveloped land.
- There is no designated open space for active or passive recreation within the redevelopment area. The redevelopment area does link to two City parks: Puffer Playground and Snow Park.
- Fiber optic lines running from New York to Boston daylight near the redevelopment area which could make the area attractive for office uses.

[1] The reference numbers are to MACRIS, the online Massachusetts Cultural Resource Information System maintained by the Massachusetts Historical Commission.

[2] Preliminary Market Assessment for Brockton CSX Rail Site, UMass Donahue Institute, page 14.

Zoning and Other Regulatory Requirements

- The zoning districts in this redevelopment area are Single-family Residential, low-density Multi-family Residential, and General Industrial.
- Single-family zoning creates a development pattern typically associated with suburban communities.
- The multi-family residential zones (R-2 and R-3) include categories for two-family and three-family housing. R-2 is low density while R-3 allows a higher density.
- The I-2 zone within the redevelopment area allows a wide variety of commercial uses including light manufacturing , heavier manufacturing, distribution, contractor yards, and other uses.
- The Floodplain District includes all special flood hazard areas designated by FEMA as Zone A or AE. Trout Brook and the land alongside are designated as FEMA Zone AE.
- Part of the redevelopment area is included within the Downtown Brockton District Improvement Financing plan.

Transportation and Circulation

- The Brockton MBTA commuter rail station platform on the western edge of the area is approximately a quarter-mile from the center of the redevelopment area.
- The BAT Intermodal Transportation Centre, which includes commuter parking, is adjacent to the Brockton station and therefore within reasonable walking distance of most of the redevelopment area.
- The redevelopment area is generally bordered by Elliot Street to the north, Palmer Street to the east, Court Street to the south and the rail tracks to the west. Truck circulation is limited by the height of the historic bridges at Court and Elliot Streets.
- Regional access is provided by Route 28/Montello Street and Route 123/Centre Street. Route 28 is a north-south connection, linking Cape Cod to the New Hampshire border. Route 123 is an east-west connection, linking Rhode Island to Scituate. Route 27 links Lowell through Brockton east to Whitman and southeast to Kingston, eventually joining Routes 106 and 3. The redevelopment area is approximately 2.25 miles from the interchange with Route 24, which connects to I-93 in just under eight miles and I-495 in just under five miles.
- Logan International Airport is approximately 25 miles away. T.F. Green Airport in Rhode Island is approximately 53 miles from Brockton. The closest regional airport is Norwood Memorial Airport, approximately 18 miles away.
- CSX runs one train per day during the week at off-peak hours (so as not to conflict with commuter rail operations). No current freight operations take place within the redevelopment area.

Environmental Conditions

- Trout Brook and the area on either side of it are within the Federal Emergency Management Agency (FEMA) AE flood zone, which carries an 1% probability of flooding every year. In addition, Trout Brook is considered a regulatory floodway in the Flood Insurance Rate Map (FIRM) of Plymouth County.
- An existing 25-foot boundary along Trout Brook supports vegetation and wildlife. The cleared but disturbed land on the CSX site supports additional wildlife species, including song birds and small mammals.
- MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). The proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area.
- MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45 Freight Street (the Brockton Iron Works). Soil conditions include the presence of heavy metals and other environmental contaminants.
- 16 private wells for a variety of uses were identified in the redevelopment area. Uses include monitoring, domestic, irrigation, geoconstruction, and unknown.

MARKET

Appendix C contains the full report from RKG Associates on the existing conditions and market analysis of the redevelopment area. The key findings from that report are as follows:

- Brockton is reported to be a challenging market for ground-up development of almost any type due to the area's below-median incomes and real and perceived quality of life issues. These factors are reported to be especially pronounced in the immediate area around the redevelopment area.
- Downtown Brockton has seen several high-profile multi-family residential projects take root in recent years, led by firms that have relied heavily upon creative financing mechanisms. While absorption of units in these apartment buildings has been extremely quick and new buildings are reported to be 100 percent occupied, prevailing market rents are likely still too low to attract most for-profit developers. Asking market rents are in many cases very close to income-restricted affordability thresholds, making it difficult for investors to reach required profit margins despite strong demand for low- and middle-income downtown units.
- The Brockton office and industrial markets have seen very little development activity in the last two decades, with few Class A spaces to offer benchmarks for achievable rents. With reported vacancies around 27 percent, Downtown Brockton's highest-end office spaces have asking rents between $16 and $18 per square foot. The city's industrial businesses are almost exclusively small-scale operations involved in "legacy manufacturing," storage, warehousing, and distribution. The redevelopment area, as discussed in a previous report, has numerous road-related encumbrances that would likely preclude it from any distribution-intensive industrial activity.
- While there may be some value for a limited quantity of retail or restaurant frontage along Court Street, other downtown development projects have struggled to lease new space. State employment projections suggest Brockton will not be immune from a shrinking number of jobs in retail.
- Brockton's strength as a regional center for health care has led to over 13,700 local jobs, making it the City's largest employment sector. That number rose significantly from 2010 to 2016 and is projected by the State to expand further in the decade to come. An expanded medical field, dealing with occupations from patient care to family assistance professionals, will likely increase demand for offices within short distances of the City's two major hospitals. These healthcare jobs can play a role in growing the city's working-age population, which has mostly stagnated when compared to a rapidly growing elderly population. Leveraging Downtown Brockton's lower cost of living, train connectivity, and availability of space will be key to attracting working professionals that may find the redevelopment area's location attractive.

DOWNTOWN / TROUT BROOK REDEVELOPMENT DISTRICT PLAN

After the Open House, the scenarios were revisited to develop a single preferred scenario (Figure 2). This preferred scenario combines several land uses to transition the area from the density of the downtown to the lower density of the neighborhood.

PLAN OBJECTIVES

The objectives of this Plan are as follows:

- Develop a major underutilized site that is adjacent to the Downtown, within walking distance of multimodal public transit, and currently separate existing neighborhoods from the Downtown
- Mitigate existing environmental contamination to the level appropriate for the type of development
- Implement infrastructure improvements that support multimodal users - trucks, cars, pedestrians, bicyclists, and commuter rail riders.
- Add a mix of commercial flex uses, residential uses, and other supporting uses to this area to create jobs and market-rate housing, strengthening the existing neighborhoods and increasing the ability to revitalize the Downtown
- Create a multi-use path that connects Puffer Playground to Snow Park along the eastern edge of Trout Brook to provide an amenity for a neighborhood that does not have access to public open space
- Expand open space and remove invasive species along the regulatory floodway to provide stormwater management and flood storage capacity for an area that regularly floods

Potential Build-out

- Residential Apartments: 250-300 units (3-6 years); monthly rent: $1,350-$1,900/month
- Single-Family Detached Houses: 31 lots; sale price: $305,000 to $335,000
- Commercial Flex: ~185,000 - 220,000 square feet; annual rent: $8/square foot/year triple net
- Retail/Office Ground Floor: 14,150 SF

Figure 2: CSX Area Development Plan

The Brockton Redevelopment Authority (BRA) intends to acquire the appropriate land, seek funding sources to close financing gaps, and work with one or more developers to achieve the objectives of this Plan, as enabled by M.G.L. Chapter 121B (as revised in May 2018), and this Plan is prepared under the requirements of that chapter.

COMPREHENSIVE PLAN

The City's comprehensive plan (*A Blueprint for Brockton*, published 2017) recommends detailed goals, strategies, and implementation actions that are relevant to this redevelopment area.

The four objectives of *A Blueprint for Brockton* are as follows[3]:

- **Restore Land Use Balance: focus on both Preservation and Development.** The plan recommends "targeting redevelopment towards underutilized and former industrial areas."
- **Be a Great Community for the Middle Class: focus on the "R"s to retain, retrain, and recruit.** The plan identifies two elements that support the objectives of this plan: "high quality walkable neighborhoods that are safe, family-oriented places" and "a range of housing choices in locations that match a full range of middle class lifestyles."
- **Expand Stewardship: focus on building community.** A key elements of this objective is "Growing identification of residents with the neighborhood or district in which they live."
- **Provide Equity: focus on services, amenities, and infrastructure.** The plan discusses the need for "balanced, distributed investments in the services and amenities for all neighborhoods and districts."

The objectives of this Plan are consistent with the objectives of the comprehensive plan. The redevelopment of a former industrial site will create housing choices for current and future Brockton residents (market-rate rental and single-family homes, integrated with an existing neighborhood and close to transit). The inclusion of a pedestrian and bike-friendly path linking two existing parks will provide amenities to a neighborhood that has had none and that has been negatively impacted by this vacant site. These improvements will support jobs and amenities for the area, supporting a new, positive identity.

FUTURE LAND USES

Allowing a new use – commercial flex – in the redevelopment area will create the opportunity along the rail tracks for new buildings for businesses and jobs which will support the overall economy of the City and the specific economy of the downtown by providing demand for food, goods, and services. Commercial flex is commonly defined as a mix of industrial, office, and sometimes retail space that can be easily rearranged to meet the needs of the business without additional permitting or licensing required.

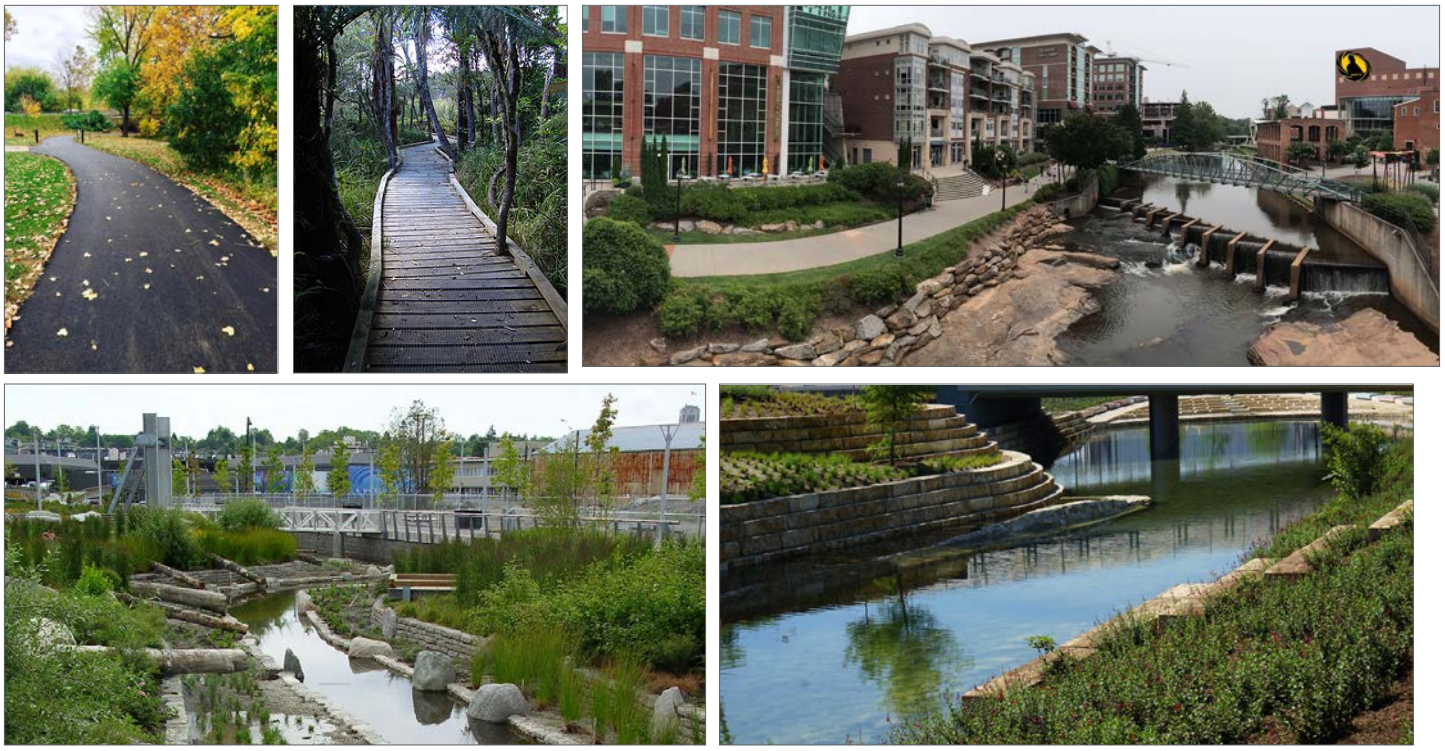
Mixed-use and multifamily development along Court Street provides office, retail space, and residential units within easy walking distance of commuter rail and bus services. The demand for goods and services from the office workers and residents will also help support further revitalization of the businesses along Main Street, located a block west from Montello Street and the Commuter Rail. Active ground floor uses, such as a café or small convenience store could support the needs of both residents and commuters.

In this area, a site has been reserved for a potential public safety building for a new police station. This site is one of two that the City is considering. If this site is not used for

Figure 3: Cross-Section of Multi-use Path

[3] Harriman et al, *A Blueprint for Brockton*, 2017, page 7.

Examples: Multi-use Paths



Example: Cross-Section of Conceptual Crosswalk

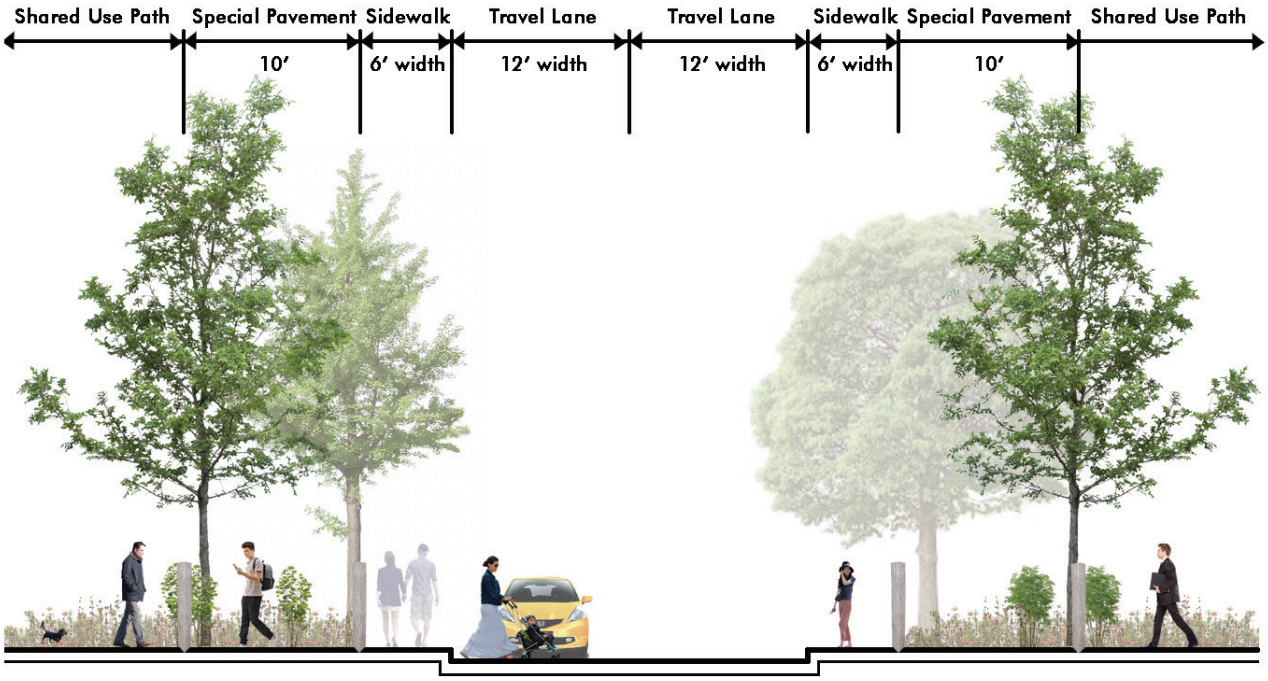


Figure 4: Examples of Pedestrian Improvements

a municipal purpose, it could also become commercial flex. The presence of hazardous materials, as those conditions are understood today, would prevent residential uses without additional environmental remediation of the site.

Trout Brook becomes a significant asset to this area. Removing trash and invasive plants will help restore the function of the brook. To the west of Trout Brook, this plan identifies flood storage areas to help mitigate existing and anticipated flood conditions. The east side of the Brook would become a shared pathway for pedestrians and bicyclists. This pathway would connect Puffer Playground to the north of the CSX site and Snow Park to the south of the site. This pathway would become a significant amenity for several neighborhoods in the area.

To the east of the pathway, the preferred plan includes a local playground, connected to the multi-use path, and a single-family development that knits the existing neighborhood together by extending streets now unconnected to each other. The additional connections will create more access to public transit by fostering a better pedestrian network.

PROPOSED DEVELOPMENT VOLUME

The anticipated development scenario is shown in Figure 2. Under current market conditions, some of these proposed uses may require additional subsidies and/or creative financing to stimulate redevelopment. In particular, additional multifamily units will create higher risk and a longer absorption period.

- Residential Apartments: 250-300 units (3-6 years); monthly rent: $1,350-$1,900/month
- Single-Family Detached Houses: 31 lots; sale price: $305,000 to $335,000
- Commercial Flex: ~185,000 square feet; annual rent: $8/square foot/year triple net
- Retail/Office Ground Floor: ~14,000 SF
- Public Safety Building or Commercial Flex: ~63,000 square feet public safety building or commercial flex

As shown in Figure 2, the single-family residential lots are smaller and have less frontage than is allowable by the current zoning regulations, although they are compatible with the existing development pattern of the neighborhood.

MARKET IMPLICATIONS

While a series of potential development scenarios were analyzed for their strengths and weaknesses from a community-building standpoint, a financial analysis helped to identify the program described in this Plan as the most likely to be feasible in light of local market conditions. Certain portions of the program are closer to financial reality than others, and Brockton's generally low rents relative to costs mean that all commercial development on the site is likely to require at least some form of public subsidy or creative financing. A successful development program will require a thoughtful phasing strategy that allows owners to adapt its use mix as market conditions change, perhaps over a five- to fifteen-year horizon.

In general, Brockton's current real estate market makes any new ground-up development – an increasingly expensive undertaking anywhere in Massachusetts – difficult and dependent upon creative financing assistance. Due to the variety of uses included in this Plan, different portions of the site would likely be built by different developers, who would in turn face different financial challenges. Downtown Brockton's relative unknowns – the depth of demand for market-rate, multi-family residential and commercial/flex space – create a situation where those uses may rely more heavily on development subsidies than would single-family homes.

The Plan's development program was identified through the lens of an in-depth Market Study report. A hypothetical development pro forma was created to examine the feasibility and likelihood of each portion of the program under a series of market assumptions. For all three portions of the commercial development program – single-family housing, mixed-use apartments over retail, and flex/industrial space – the pro forma exercise identified a "financing gap," or investment shortfall that would need to be closed through the inclusion of incentives, grants, or other forms of assistance.

Key assumptions were derived from the Market Study, and involved forecasted rents and sale prices, construction costs, and the rate of absorption. This last assumption proved especially influential, as the level of new development activity in Downtown Brockton in recent years meant that the depth of the city's market for certain uses remains somewhat unknown. All development feasibility analyses examined a project's ability to reach an overall project return of between

8 and 12 percent, typically the minimum that would attract outside developer or investor interest.

Industrial/commercial flex space is perhaps the use type which has been least tested in Downtown Brockton's marketplace. Traditional light industrial, distribution, and warehousing operations tend to place high value on highway accessibility and truck access, two amenities that the site lacks compared to other locations within the city. Even in a strong market, these are relatively low value activities on a rent or cost per square foot basis – thus their rarity in most urban downtown locations. Because the redevelopment area is restricted by low bridges limiting truck access and lacks easy highway access, the achievable rents are forecasted at the low end of the market for new industrial/commercial flex space, at $8 to $10 per square foot per year. For comparison, industrial lease rates average roughly $15 per square foot per year on Brockton's west side near Route 24. Even while building out basic industrial/commercial flex spaces is a relatively inexpensive undertaking, low projected rents mean that a developer would likely face a financial gap of $1 million to $2 million if building out the envisioned 185,000 square feet. Building spaces that are truly flexible, both in terms of size and use (light industrial, office, contractor bays, or even retail sale space) can help the owner appeal to different types of users as market needs change over time.

Downtown Brockton's market for new and refurbished residential units is more established, although questions of its depth and breadth remain. The Plan's development scenario includes a mix of residential typologies, which can help limit risk in the event of market volatility. Recent multi-family construction in Downtown Brockton, while heavily reliant on tax incentives and other subsidies, has reportedly seen strong demand, with 100 percent occupancy and rents ranging from $1,350 to $1,900 per month. Conversations with local brokers indicated that development of up to 100 market-rate multi-family apartments would have no trouble leasing at these rents. The question remains whether the market has the depth to support additional units beyond the first 100. A well-planned phasing strategy can allow for the site to accommodate more (up to the Plan's 275) or fewer apartments over time, depending upon demonstrated demand. That said, gap financing will still be necessary as high construction costs, roughly equal to Boston's, make development difficult when the rent differential between market-rate and affordable apartments is minimal. In order to achieve returns necessary to spur investment, multi-family developers would likely need to close a $2 to $4 million financing gap; this does not include the cost of land or a proportional share of the underlying infrastructure. Any required expenses for land or infrastructure would increase the financing gap on a dollar-for-dollar basis, as those expenditures would not have any bearing on a project's achievable rents.

The Plan's 31 single-family homes may have a stronger play in today's market for several reasons. Ownership units have a more established market in Brockton than new multi-family apartments and may achieve a higher financial return for developers as there are no ongoing operating costs with these types of for-sale units. Single-family homes have seen relatively strong sales in the Brockton area in recent months, although with limited activity in the immediate vicinity of the redevelopment area. Conversations with brokers suggested conservative estimates for sale prices could reach $295,000 to $320,000 for single-family homes. Even using conservative sale prices, sample pro formas suggest that new construction could achieve project returns of 8 to 12 percent, and stronger returns with higher prices, which would likely attract investment if the appropriate infrastructure were in place.

Infrastructure investments, including necessary brownfield remediation, site work, roadways, and utility extensions, will be critical to making the redevelopment area attractive to developers and reducing overall development costs. The financial feasibility scenarios examined excluded these costs and assumed private developers would not fund these infrastructure investments, nor for the acquisition of the underlying land. This approach sought to answer the question: even with heavy assistance and land assemblage done by the City, would development be feasible for developers? The analysis concluded that apartments over retail and commercial/flex space on the site would likely require further subsidy beyond infrastructure and land costs, and that ownership residential units may be more feasible as a short-term option without subsidy beyond land and infrastructure. Necessary land acquisition and infrastructure costs would likely be rolled out over a multi-phased, long-term process.

IMPLEMENTATION PLAN

The following tables identify the specific actions, responsibilities, and timeline necessary to implement this Plan. The majority of the responsibility rests on the shoulders of the BRA; however, some of these actions will require that the BRA partner with other agencies, departments, and boards of the City.

Phase I assumes that actions will take place in two to five years; Phase II applies to actions undertaken in five to ten years, and Phase III covers actions of ten years or more. This Plan will have a life of twenty years from the date of its approval by the DHCD.

This implementation plan will require additional resources beyond the membership of the BRA. The Brockton Department of Planning and Economic Development will provide staffing services for the BRA to assist in the actions detailed below.

Regulatory

Action	Responsibility	Phase I 1-5 years	Phase II 5-10 years	Phase III 10+ years
Draft and approve detailed urban design guidelines and zoning regulations	Planning Department, Planning Board			
Integrate redevelopment area design guidelines in Section 4.3 into the Planning Board's approval process for site plan review and special permit	BRA, Planning Board, Planning Department			

Acquisition

Action	Responsibility	Phase I 1-5 years	Phase II 5-10 years	Phase III 10+ years
Transfer City-owned parcels within the redevelopment area to the BRA for disposition. Preserve ownership of City-owned parcels with City.	City Council, BRA			
Acquire easements to ensure implementation of streetscape and Trout Brook path and open space	BRA			
Acquire parcels for Trout Brook path and flood storage	BRA			
With a preferred development partner, acquire CSX-owned parcels for private development	BRA			
Acquire other parcels for disposition for private development	BRA			

Disposition

Action	Responsibility	Phase I 1-5 years	Phase II 5-10 years	Phase III 10+ years
Through an RFP process consistent with Chapter 30B4 or alternative process, select preferred redevelopers for planned acquisitions	BRA	■	■	
Dispose of parcels acquired by the BRA to developers for infill development	BRA		■	■
Transfer Trout Brook parcels acquired by the BRA to City	BRA		■	

Site Preparation

Action	Responsibility	Phase I 1-5 years	Phase II 5-10 years	Phase III 10+ years
Implement demolition and site clearance of parcels owned by or transferred to City	City Council, BRA	■	■	
Apply for funding and implement environmental testing	BRA	■		
Implement environmental remediation and site clearance of parcels after disposition for development	Preferred Developers		■	

Public Infrastructure

Action	Responsibility	Phase I 1-5 years	Phase II 5-10 years	Phase III 10+ years
Work with City to implement Trout Brook improvements and flood storage	BRA, City Council, Department of Public Infrastructure, Preferred Developer		■	■
Work with City to acquire funding and extend multimodal streets (pedestrian, bicycle, car, and truck) and utilities throughout the redevelopment area	BRA, City Council, Department of Public Infrastructure, Preferred Developer		■	■

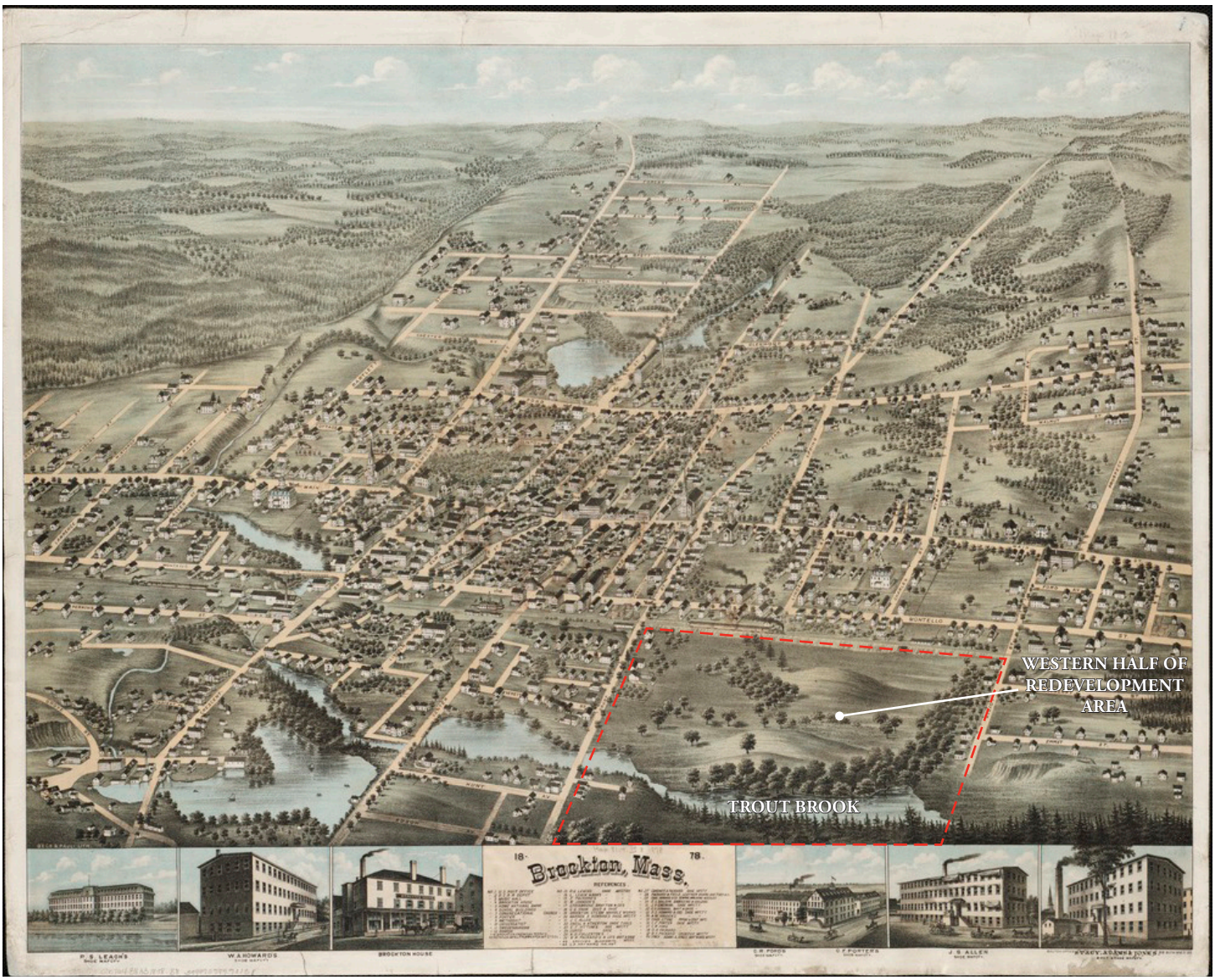


Figure 5: Brockton, Mass: 1878, Beck & Pauli
SOURCE: MAP REPRODUCTION COURTESY OF THE NORMAN B. LEVENTHAL MAP & EDUCATION CENTER AT THE BOSTON PUBLIC LIBRARY

12.02(2)CHARACTERISTICS

DESCRIPTION OF THE REDEVELOPMENT AREA

The boundary of the proposed redevelopment area includes the CSX property, which is a former railyard for freight rail, and surrounding properties. The area is bisected by Trout Brook. The redevelopment area is directly adjacent to Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

Portions of the redevelopment area are occupied by active businesses and residents. South of the CSX property, along Court Street, there are some low-density commercial and industrial buildings, an 8-story condo building (SOCO Lofts), and a 6-story office building and telecommunications tower operated by Verizon. Businesses in the low-density commercial buildings include Yellow Cab-Brockton, Perma Line (sign shop), autobody shops, and Brockton Iron & Steel (scrap metal facility). To the south-east along Peckham Avenue and North Manchester Street, there are also a few smaller residential houses, Evans Machine, and the Haitian Assembly of God located within the redevelopment area. To the north along Elliot Street, there are two businesses: Banner Systems (janitorial supplies) and International Auto Sales (used car dealership). All parcels in the redevelopment area are listed in Table 5. Any proposed acquisitions are shown in Figure 17 and detailed in Table 9.

Table 1 provides a summary comparison of the redevelopment area's parcels with respect to the City of Brockton, overall. The 66.1-acre redevelopment area is composed of 48 generally undeveloped parcels (Figure 8). The majority of built structures are located within the southern portion of the area.

Table 1: Downtown/Trout Brook Redevelopment District Snapshot

	Proposed redevelopment area	City of Brockton	Redevelopment area as % of City of Brockton
Total Number of Properties	48	3,015	1.6%
Total Acres (not including public road or rights-of-way)	65.4	11,428.6	0.6%
Total Valuation ($000s)	30,712	9,153,272	0.34%

Source: City of Brockton Office of the Assessor (2020)

HISTORY OF THE AREA

Brockton, formerly North Bridgewater, was generally an agricultural community from its founding in the 17th century until the 19th century and later became a center of manufacturing during the industrial revolution of the 19th century. The Fall River Railroad, seen in Figure 5 running parallel to Main Street and Montello Street, was put into operation through North Bridgewater's town center in December 1846. The current CSX site was near North Bridgewater Village. The town and its villages had become a well-known shoe and boot manufacturing center by the Civil War era, and the town of Brockton and its villages were assembled and incorporated as a city in 1881.

During the height of success for the manufacturing facilities and following the passage of the Massachusetts Grade Crossing Act in 1890, Brockton removed all of the City's grade crossings. Ten masonry arches were constructed in 1896; these arches appear on the Inventory of Historic Assets of the Commonwealth. The Massachusetts Cultural Resource Information System (MACRIS) lists two structures just outside the boundary of the redevelopment area. The Elliot Street Bridge (BRO.930) and the Court Street Bridge (BRO.931), also known as the Old Colony Railroad Bridge and Brockton Viaduct, were constructed in 1896 and designed by architects Holbrook, Cabot, and Daly.

The CSX property was the location of the Brockton freight yard, which acted as a secondary freight rail facility for CSX. As the manufacturing base faded throughout the 1900s, infrastructure for automobiles increased, such as linkages to the interstate network with Route 24 and its interchanges. By the late 1900s, many former commercial and industrial areas were substantially underused. CSX relocated its rail yard activities near Boston to Worcester (for intermodal containers) and Westborough (for bulk/carload shipments), and the site has not been used as a railyard since the 1980s. A warehouse facility that received freight rail service at the site also ended operations many years ago.

PREVIOUS PLANNING AND EFFORTS TO REDEVELOP

In 2013, a report prepared by the UMass Donahue Institute, Economic and Public Policy Research for the Metro South Chamber of Commerce analyzed the potential redevelopment opportunities for the CSX property. Based on a preliminary market assessment of existing freight rail uses in the region, the report identified freight rail facility, residential, sports and recreation business venture, and multi-tenant industrial park as potentially viable redevelopment opportunities. For freight rail uses, the site remains at a competitive disadvantage due to poor truck access to major roadways and interstates. Potentially viable rail-dependent options include a smaller scale support rail yard for bulk commodities and/or containers, a warehouse distribution center, a bulk commodity specific rail off-loading operation, or a manufacturing business that would benefit from rail access. The report noted that CSX considers their property to be part of their "excess real estate portfolio" since there has been little interest from rail customers.

While potential developments have been proposed in the past such as a mixed-use shopping center[1], none of these proposals advanced past preliminary conversations with CSX, likely due to challenges with the economic conditions of development in the city.

EASEMENTS

Public rights-of-way (Figure 15) provide access to the redevelopment area from Elliot Street in the north, Parker Street and Boyden Street in the eastern portion of the area, and from Plymouth Street and several dead-end streets off of Court Street in the southern portion. The western boundary of the redevelopment area is a railroad right-of-way. Several easements for passageways, sewer, gas, and Trout Brook are found throughout redevelopment area.

TRANSPORTATION

PUBLIC TRANSPORTATION

The City of Brockton has three commuter rail stations on the Middleborough/Lakeville Line: Brockton, Campello, and Montello. The Brockton station is closest to the redevelopment area; the platform is approximately a quarter-mile from the center of the redevelopment area. Brockton is Zone 4; a monthly pass costs $263 and a one-way ticket is $8.25. Parking is managed by the Brockton Area Transit Authority (BAT) and costs $4 per day.

On weekdays, the commuter rail has 12 inbound trips to South Station per day, beginning at 5:41 am and ending at 9:46 pm. A one-way inbound trip is approximately 30 minutes. The last train from South Station leaves at 11:04 pm. On weekends, there are eight inbound trips, beginning at 7:11 am and ending at 9:44 pm. The final trip from South Station is 11:11 pm. A one-way outbound trip is approximately 23 minutes.

Brockton Area Transit (BAT) also provides bus service in this area. The BAT Intermodal Transportation Centre, which includes commuter parking, is adjacent to the Brockton station and therefore within reasonable walking distance of most of the redevelopment area. Residents and employees within the redevelopment area have access to all the BAT routes, including those to Boston (Ashmont Station), Stoughton,

1 "Brockton planning largest development in city's recent history at CSX railyard", The Enterprise, Ben Berke.

Sewer lines within and abutting the Downtown/Trout Brook Redevelopment District

Stormwater System within and abutting the Downtown/Trout Brook Redevelopment District

Water Lines within and abutting the Downtown/Trout Brook Redevelopment District

Figure 6: Location of City Utilities
Source: City of Brockton GIS

and Rockland. BAT also offers DIAL-A-BAT and ADA Door to Door services to help elderly and disabled customers. Full fares for local buses are $1.50 per ride, with reduced fares for students, the elderly, and the disabled. BAT buses also accept the CharlieCard.

VEHICULAR TRANSPORTATION

The redevelopment area is generally bordered by Elliot Street to the north, North Cary Street to the east, Court Street to the south, and the rail tracks to the west. Two streets (Moody and Boyden) connect the interior of the site to North Cary Street. Eight streets (Freight Street, Putnam Street, Peckham Avenue, North Manchester Street, Taber Avenue, William Avenue, Parker Street, and Gardner Avenue) connect the interior of the site to Court Street. Plymouth Street connects the southern portion of the site to Court Street. The majority of these streets serve residential neighborhoods; Freight Street, Putnam Street, Peckham Avenue, North Manchester Street also serve industrial and commercial uses.

Route 28/Montello Street runs to the west of the rail tracks and is the closest major road to the site. Route 123/Centre Street runs parallel to the redevelopment area about a block to the south. Vehicular access to the BAT Intermodal Transportation Centre and the commuter rail station is available from either Route 123/Centre Street or Court Street. Route 28 is a north-south connection, linking Cape Cod to the New Hampshire border. Route 123 is an east-west connection, linking Rhode Island to Scituate. Both routes provide access to truck traffic. In addition, Route 27 links Montello Street (its origin) east to Whitman and southeast to Kingston, eventually joining Routes 106 and 3. The redevelopment area is approximately 2.25 miles from the interchange with Highway 24, which connects to I-93 in just under eight miles and I-495 in just under five miles.

Truck circulation is limited by the height of the historic bridges at Court and Elliot Streets.

AIR TRANSPORT

Brockton no longer has an active airport. Logan International Airport is approximately 25 miles away. T.F. Green Airport in Rhode Island is approximately 53 miles from Brockton. The closest regional airport is Norwood Memorial Airport, approximately 18 miles away.

FREIGHT

CSX runs one train per day during the week at off-peak hours (so as not to conflict with commuter rail operations). No current freight operations take place within the redevelopment area.

UTILITIES

CITY UTILITIES

As shown in Figure 6, sewer, water, and stormwater systems are available within the redevelopment area. The existing system will need to be expanded to accommodate the development volumes anticipated by this Plan. (Figure 14.)

FIBER

Crown Castle has a network of fiber optic cable. For the redevelopment area, the key connection is the corner of Court Street and North Montello Street. From that corner, the fiber optic line extends up Pleasant Street to the northwest and south on North Montello Street.

Verizon also has fiber optic within the city, but the coverage areas is limited to the area bounded by Crescent Street, Salisbury Brook, White Avenue, and Maple Avenue – effectively covering the David E. Crosby Administration Building for the Brockton Public Schools.

ELECTRIC

National Grid provides access to electricity.

GAS

Columbia Gas provides access to natural gas.

EXISTING LAND USES

The redevelopment area has a variety of land uses, as identified by the City's geographic information system (GIS) layers: residential, commercial, forest, industrial, open land, and water (Figure 10).

Residential uses are found within the southern portion of the redevelopment area. Multi-family residential buildings are found on Court Street. Additional residential buildings are found adjacent to the southeastern portion of the redevelopment area, and along Elliot Street, Carter Street, and Teele Street.

A small amount of commercial use is found within the redevelopment area on North Manchester Street, and adjacent to the redevelopment area on Court Street.

A significant portion of the largest parcel within the redevelopment area is identified as being forested land. However, CSX Transportation worked with the City to clear the forested land during the summer of 2016. The City's GIS data does not reflect this land use change.

Industrial uses are found along Freight Street, North Manchester Street, and Court Street within the southern portion of the redevelopment area, and two parcels along Elliot Street. A few additional industrial uses are found adjacent to the redevelopment area along Elliot Street, Court Street, and Plymouth Street.

The City's GIS data indicates open land is found along the northern portion of the redevelopment area and a small portion at the end of North Manchester Street. The location on North Manchester Street is a parking lot serving the neighboring industrial use. The forested land within the CSX parcel adjacent to the Elliot Street parcel with open land could be recategorized as open land following the vegetation clearance in 2016.

The current land uses within the redevelopment area include undeveloped land; however, there is no designated open space for active or passive recreation within the redevelopment area; however, the redevelopment area near two parks, Puffer Playground to the north and Snow Park to the south.

CURRENT ZONING

The zoning districts in this redevelopment area are Single-family Residential, Multi-family Residential, and General Industrial. The location of these three districts is depicted in Figure 11. Table 2 and 3 describe the dimensional standards and the permitted uses, respectively.

Brockton's zoning ordinance includes three single-family zoning districts. The associated dimensional standards provide for relatively low densities and a development pattern typically associated with suburban communities.

The multi-family residential zones include categories for two-family and three-family housing, and for greater densities.

The four industrial zoning districts correspond to increasing intensity of uses and potential impacts. The I-2 zone within the redevelopment area allows a wide-variety of commercial uses including light manufacturing, heavier manufacturing, distribution, contractor yards, and other uses.

OTHER REGULATORY REQUIREMENTS

DOWNTOWN IMPROVEMENT FINANCING DISTRICT (DIF)

The City established the Downtown Brockton DIF (Figure 11) in 2015 to promote redevelopment in the downtown. Funds from improvement to properties within the DIF support public investment in the downtown to improve the streetscape, provide off-street parking, and enhance services to the area.

FLOODPLAIN DISTRICT

The Floodplain District includes all special flood hazard areas designated by FEMA as Zone A or AE (Figure 24). The Environmental Conditions map (Figure 25) shows Trout Brook and the land along side are designated as FEMA Zone AE. The permitted uses within the Floodplain, Watershed and Wetlands Protection Zone include conservation of water, plants and wildlife; outdoor recreation not requiring development or landscape alteration in conflict with the purposes of the zone; and using land in the district to meet up to 60% of the lot area requirements for uses allowed in the underlying zone.

In addition to complying with the Floodplain, Watershed and Wetlands Protection Zone, all development must comply with Chapter 131, Section 40 of the Massachusetts General Laws; sections of the Massachusetts State Building Code (780 CMR) which address floodplain and coastal high hazard areas; Wetlands Protection Regulations, Department of Environmental Protection (DEP); Inland Wetlands Restriction, DEP; and Minimum Requirements for the Subsurface Disposal of Sanitary Sewage, DEP.

Table 2: Dimensional Standards within the Downtown/Trout Brook Redevelopment District

	R-1C	R-3	I-2
Principal Building Height	2½ stories or 35 feet	3 stories or 45 feet*	5 stories or 60 feet
Minimum lot size (square feet)	30,000 single family	7,500 single family 10,000 two-family 12,000 for first three units in multifamily and then 2,000 for each additional unit over 3	None
Minimum lot frontage (feet)	175	100	None
Front/Side/Rear Yard Minimum (feet)	30/15/30	20/10/25 One, two and three family; 35/20/50 Multi-family	20/none, except abutting Residential Zones, then 10 feet/ none, except abutting Residential Zones, then 35 feet
Maximum lot coverage	25%	30% One, two and three family; 25% Multi-family	75%
Off-street parking	1 space per housing unit	2 spaces per housing unit	Specified by use; manufacturing, industrial and general commercial uses not otherwise specified 1 space for each 5 employees in the maximum working shift
Minimum Green Space	25%	25%	5%

Table 3: Permitted Uses and Special Uses within the Downtown/Trout Brook Redevelopment District

R-1C	R-3	I-2
Permitted Uses		
Single-family detached dwellings; Public, private and business schools, parochial schools, libraries and public museums; Churches and similar places of worship, parish houses, convents and cemeteries; Public parks and playgrounds; Family day care homes	R-1C uses; Two- and three-family dwellings; Multi-family	Wholesale business, storage and warehousing; New vehicles sales and service; Woodworking, furniture repair and custom upholster, metal working, painting contracting, electrical contracting, plumbing contracting, dye casting and manufacturing; Wholesale bakeries, dairy processing plants, bottling plants; Boat sales; Manufacturing of awnings, venetian blinds and shades; Truck terminals; Large scale laundry, dry cleaning and dyeing plant; Business service shop; Offices; Banks or lending institutions; Parking lot or parking garage; Radio and television broadcasting stations, studios and offices; Testing or research laboratory; Printing or engraving; Public utility services and structures; Governmental or public service uses; Light manufacturing; Manufacture of food products; manufacture, assembly, packing or treatment of articles or merchandise from previously prepared materials, except fertilizers; Distribution plants, parcel delivery and similar service industries; Glass and textile manufacturers; Lumber and building material sales and storage yards; Contractors equipment, sales and service; Tool, die and pattern making and other machine shop operations; Bulk storage of petroleum and similar fluids; Boat building; Railroad yards or terminal facilities; Alternative energy or renewal energy research and development facilities; Alternative energy or renewal energy manufacturing facilities; Alternative energy or renewal energy generation, except for biomass
Permitted Special Uses		
Municipal buildings; Public utility installations; Philanthropic and eleemosynary uses or institutions; Private and nonsectarian licensed day nursery, nursery school and kindergarten; Kennels; Pay telephones; Family day care home; Mobile home elderly community	R-1C special uses; Hospitals and nursing homes; Family day care home; Large family day care home	Restaurants to serve the employees of the principal uses in the area; Retail sales of goods manufactured or processed on the premises; Uses accessory to, and necessary in connection with, scientific development or related production when such principal use is permitted as of right; Pay telephones; Retail store or shop; Gasoline stations; Any extractive industry involving removal of natural resources

Figure 7: 12.02(2)(a) Boundary of the Downtown/Trout Brook Redevelopment District

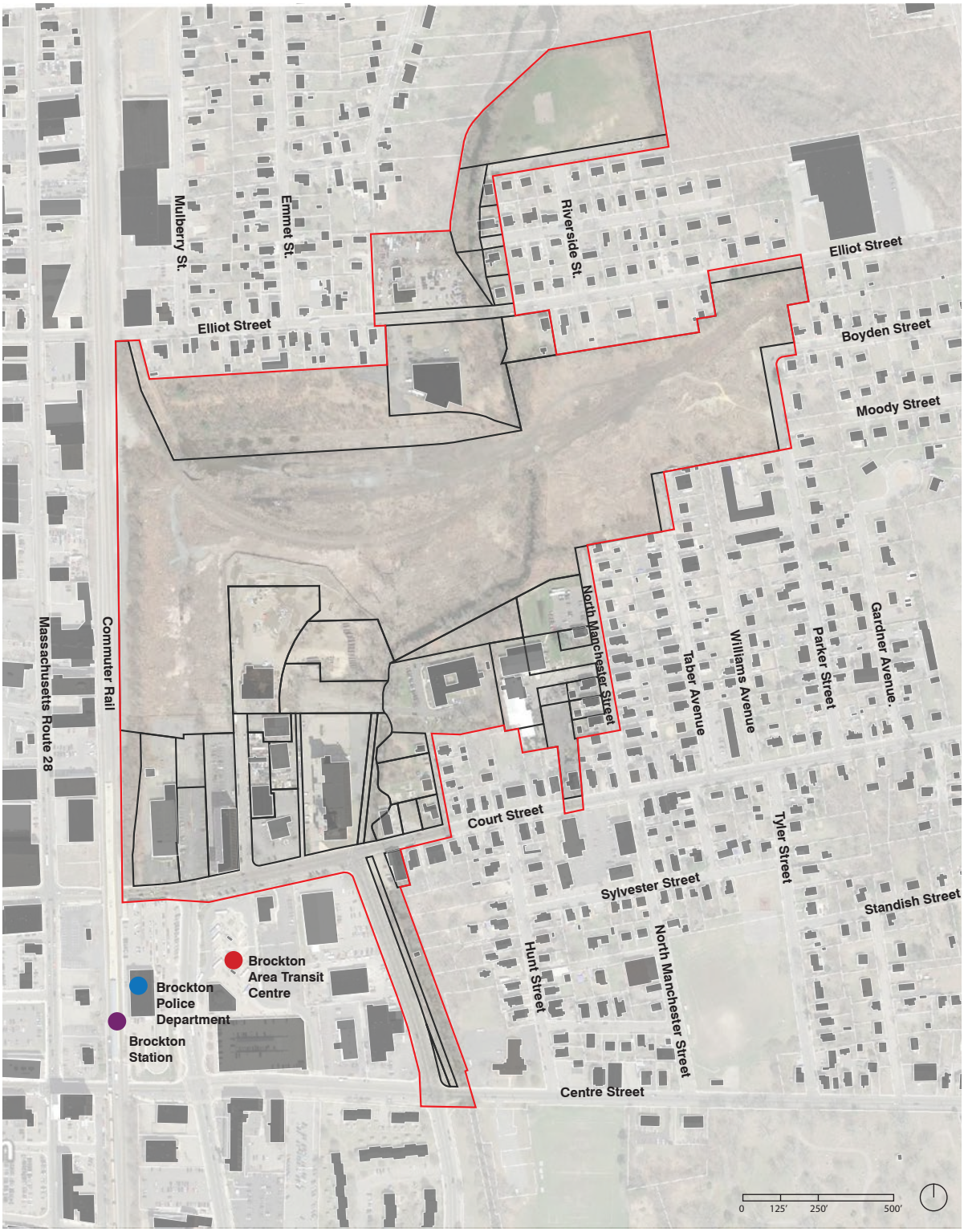


Figure 8: 12.02(2)(b) Property Lines and the Footprint of Buildings (Existing)

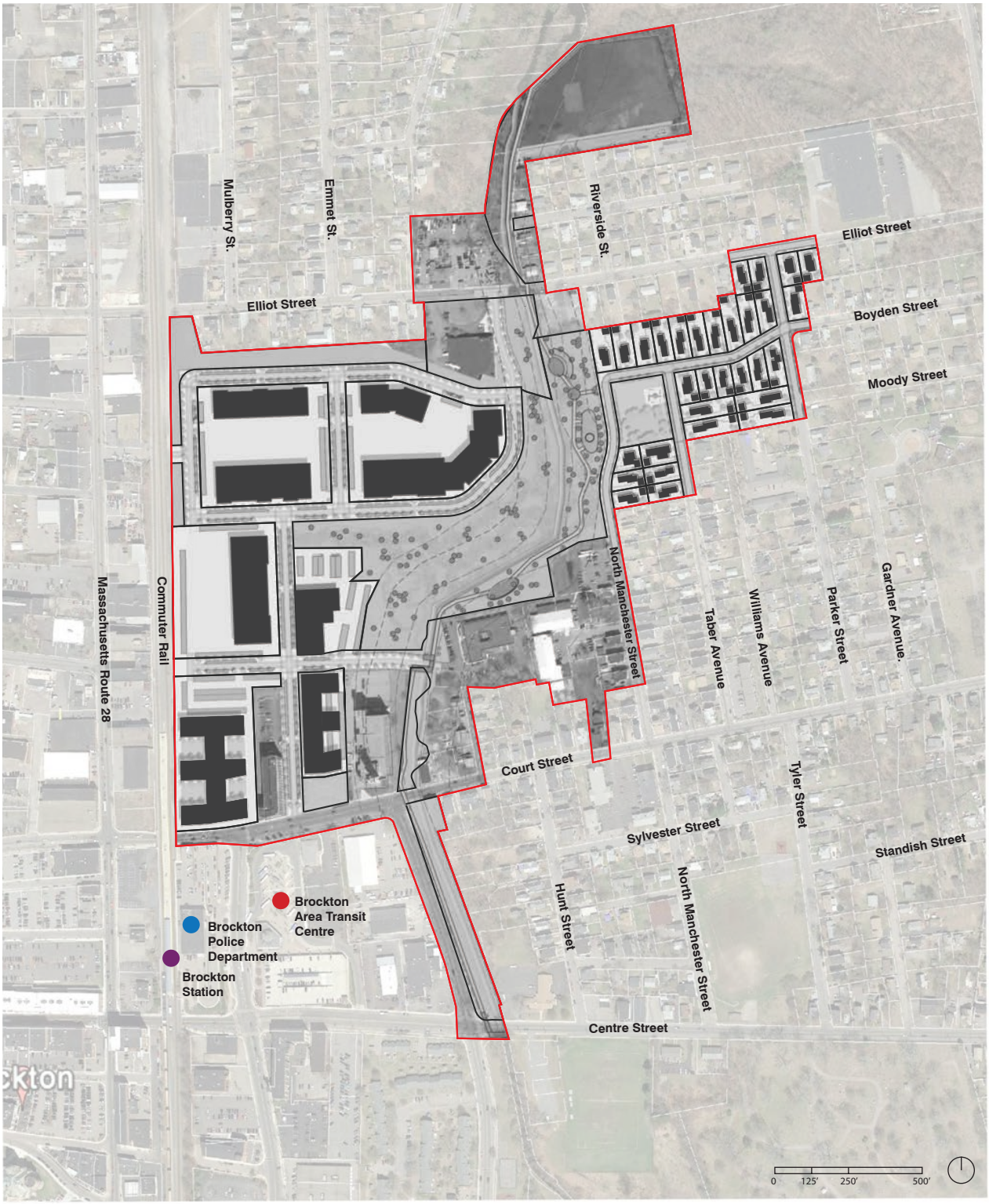


Figure 9: 12.02(2)(b) Property Lines and the Footprint of Buildings (Proposed)

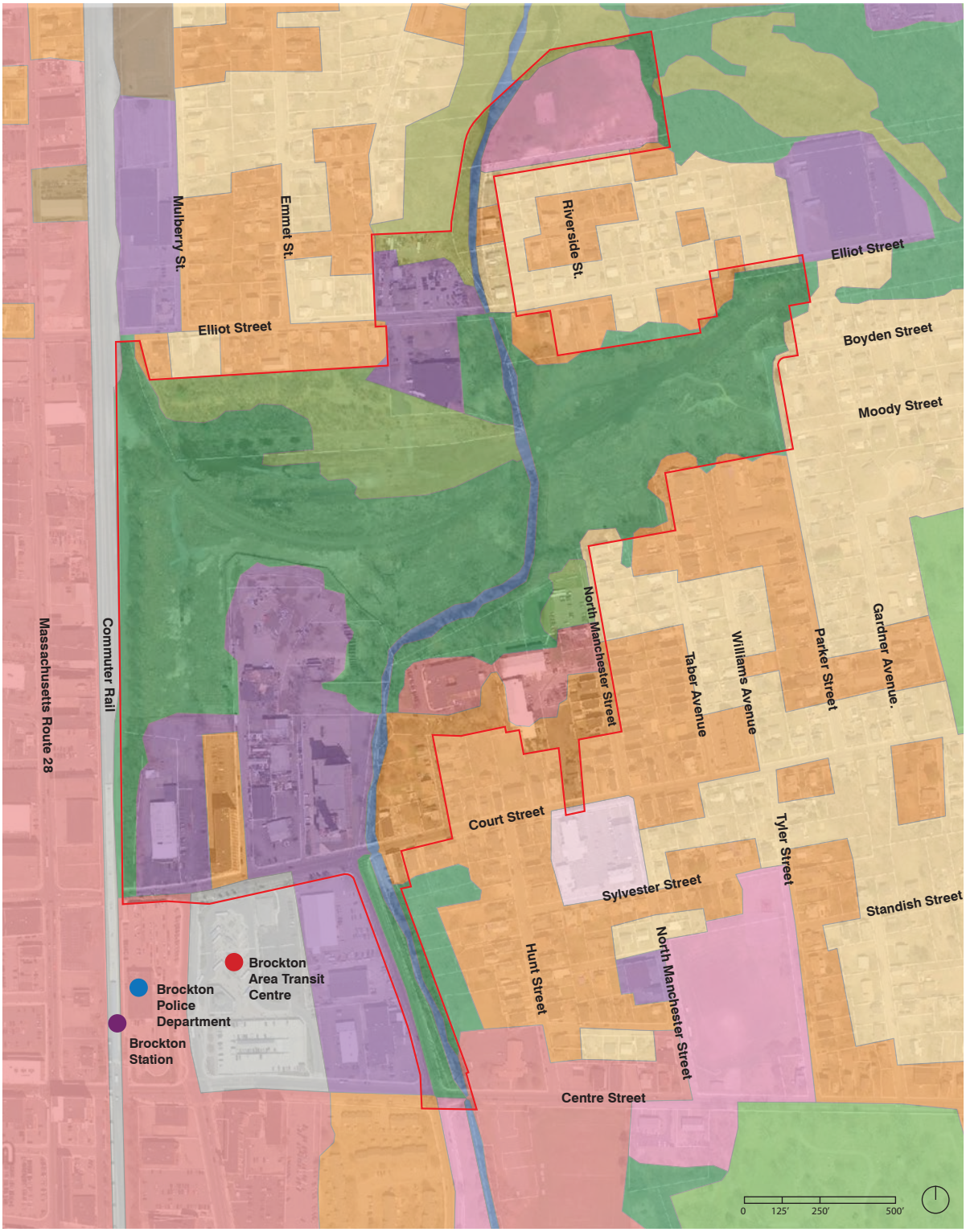


Figure 10: 12.02(2)(c) Existing Land Uses

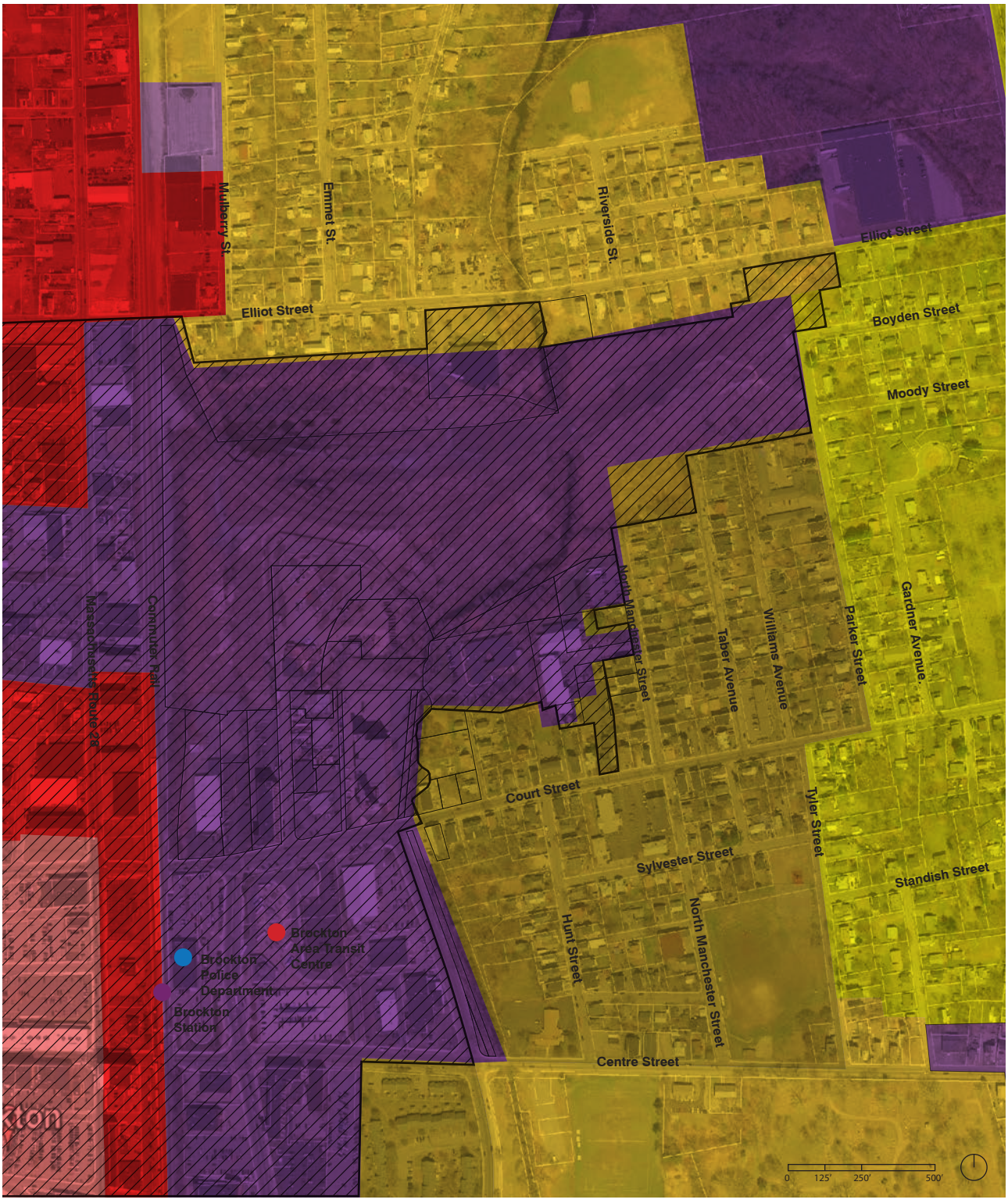


Figure 11A: 12.02(2)(c) Current Zoning and DIF District

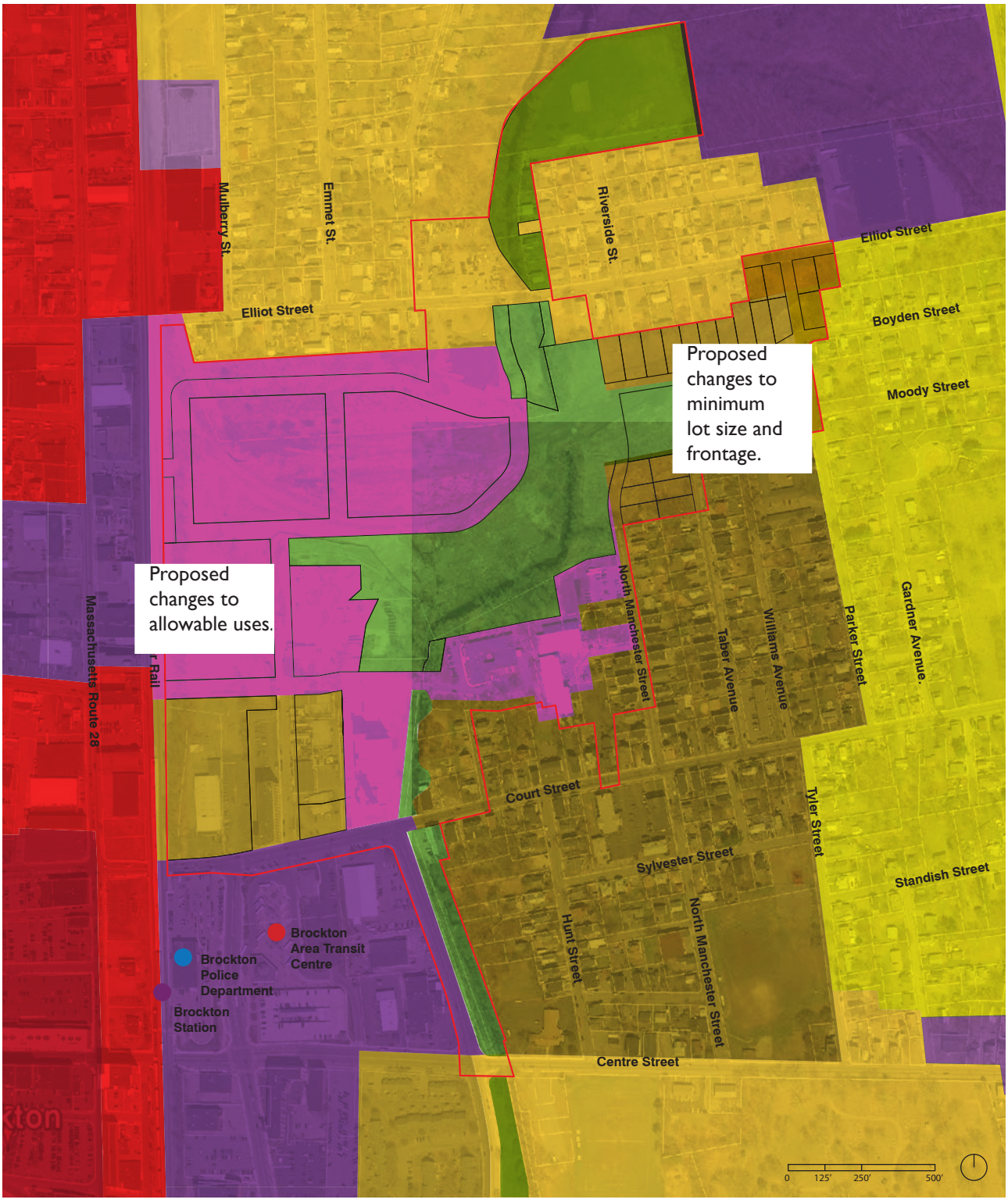


Figure 11B: 12.02(2)(c) Proposed Zoning

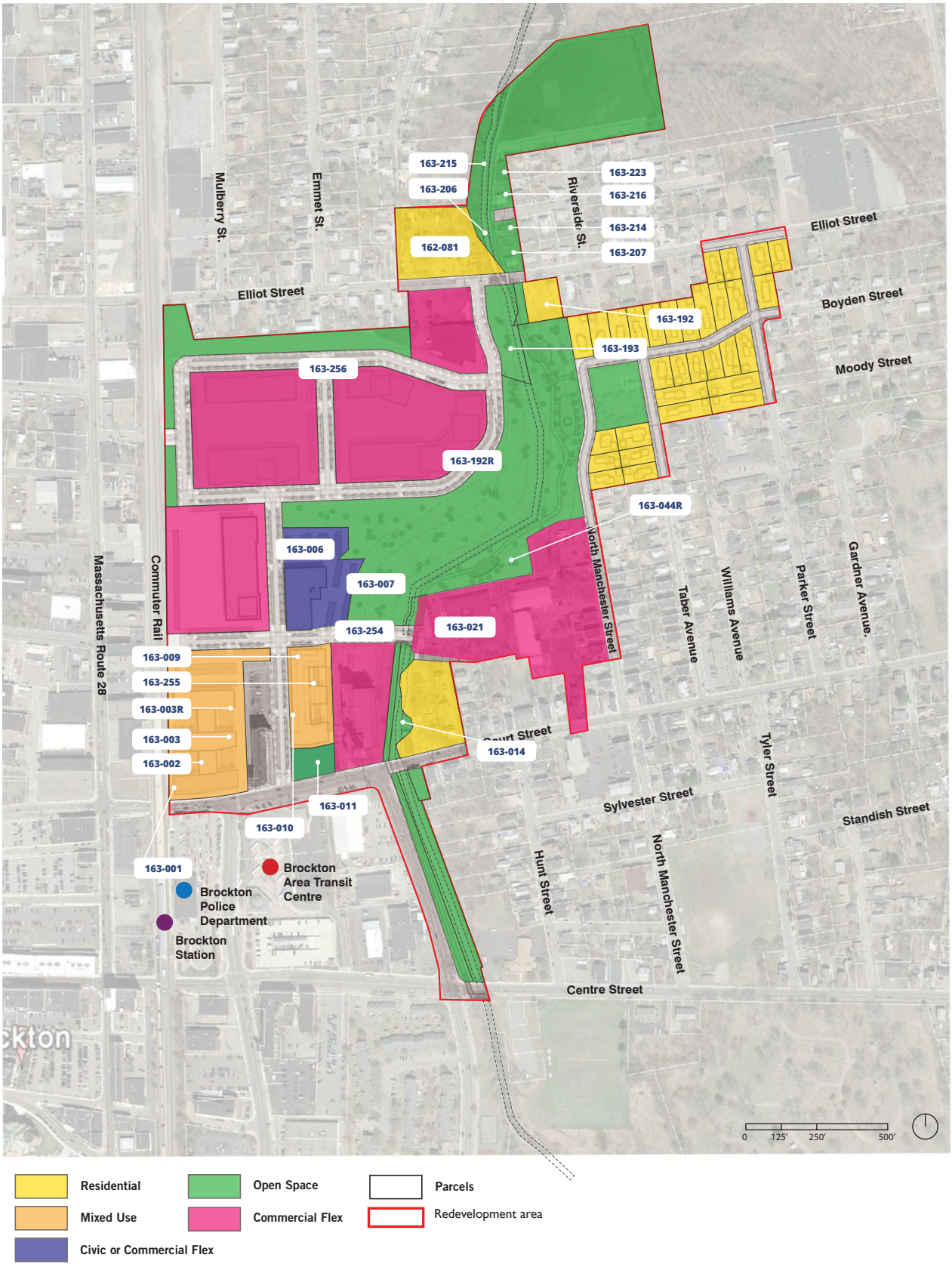


Figure 12: 12.02(2)(d) Proposed Land Uses

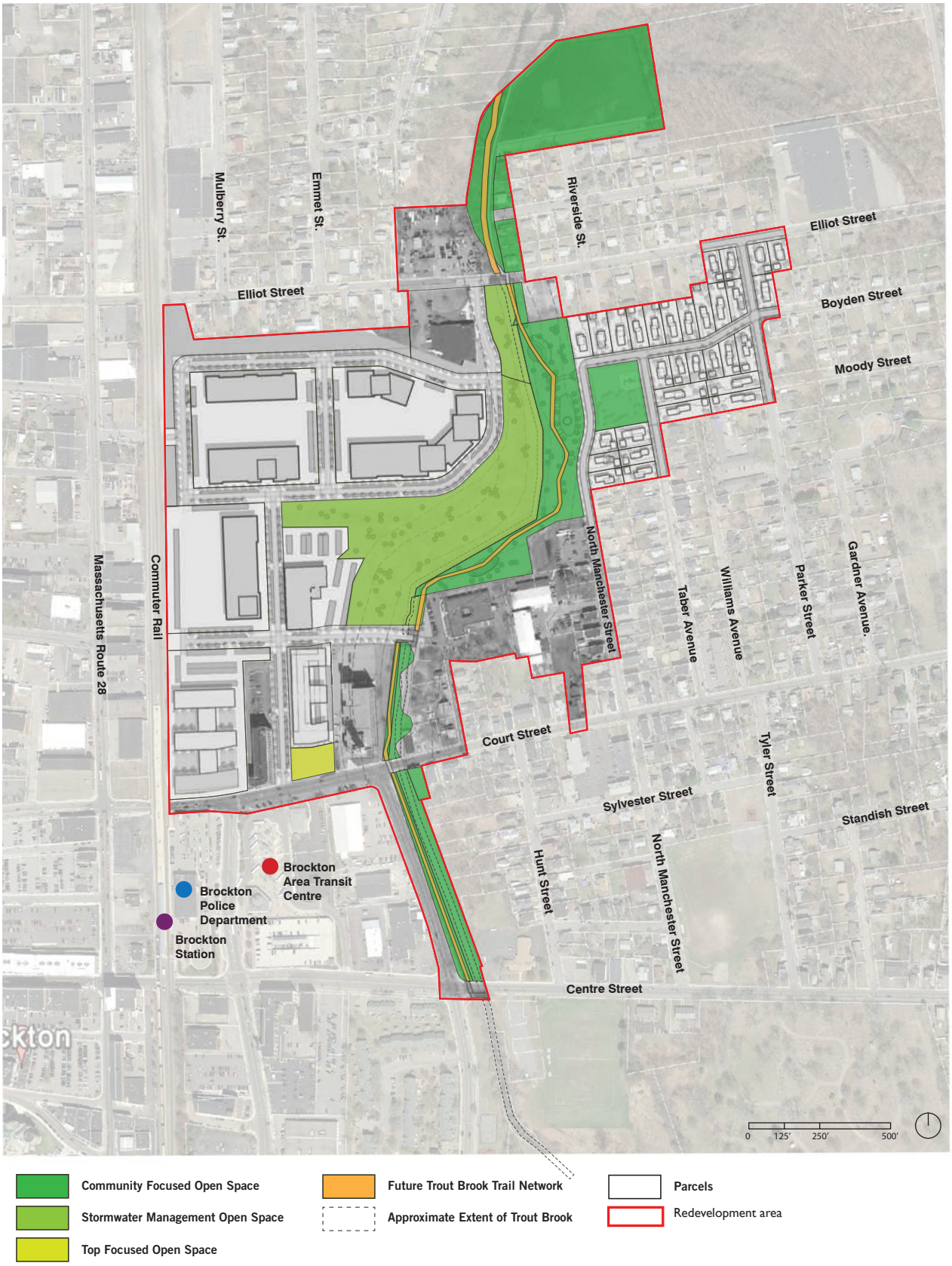


Figure 13: 12.02(2)(d) Proposed Public improvements (Trout Brook Path and Storm/Floodwater storage)

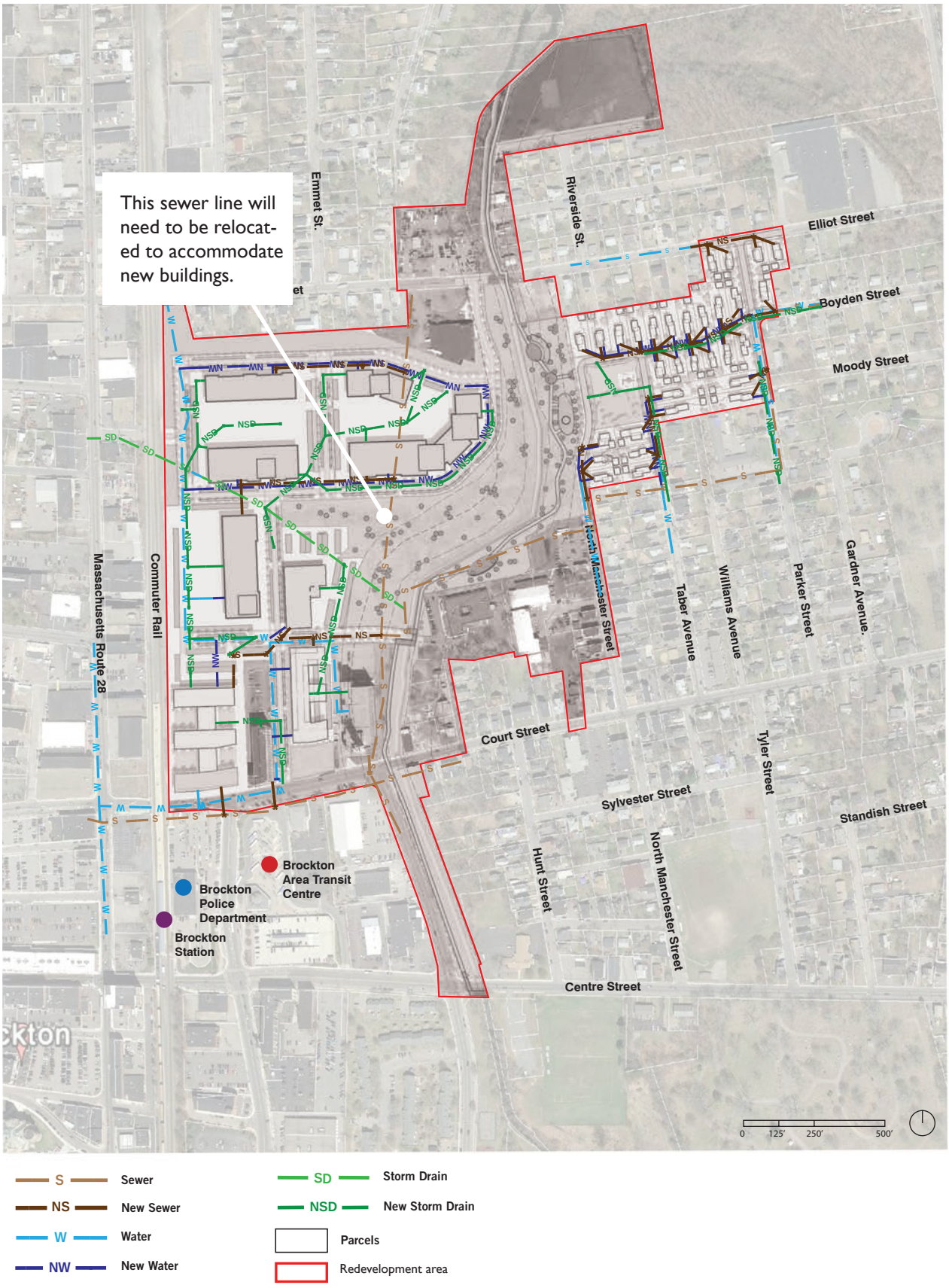


Figure 14: 12.02(2)(d) Proposed Public Improvements (Utilities)

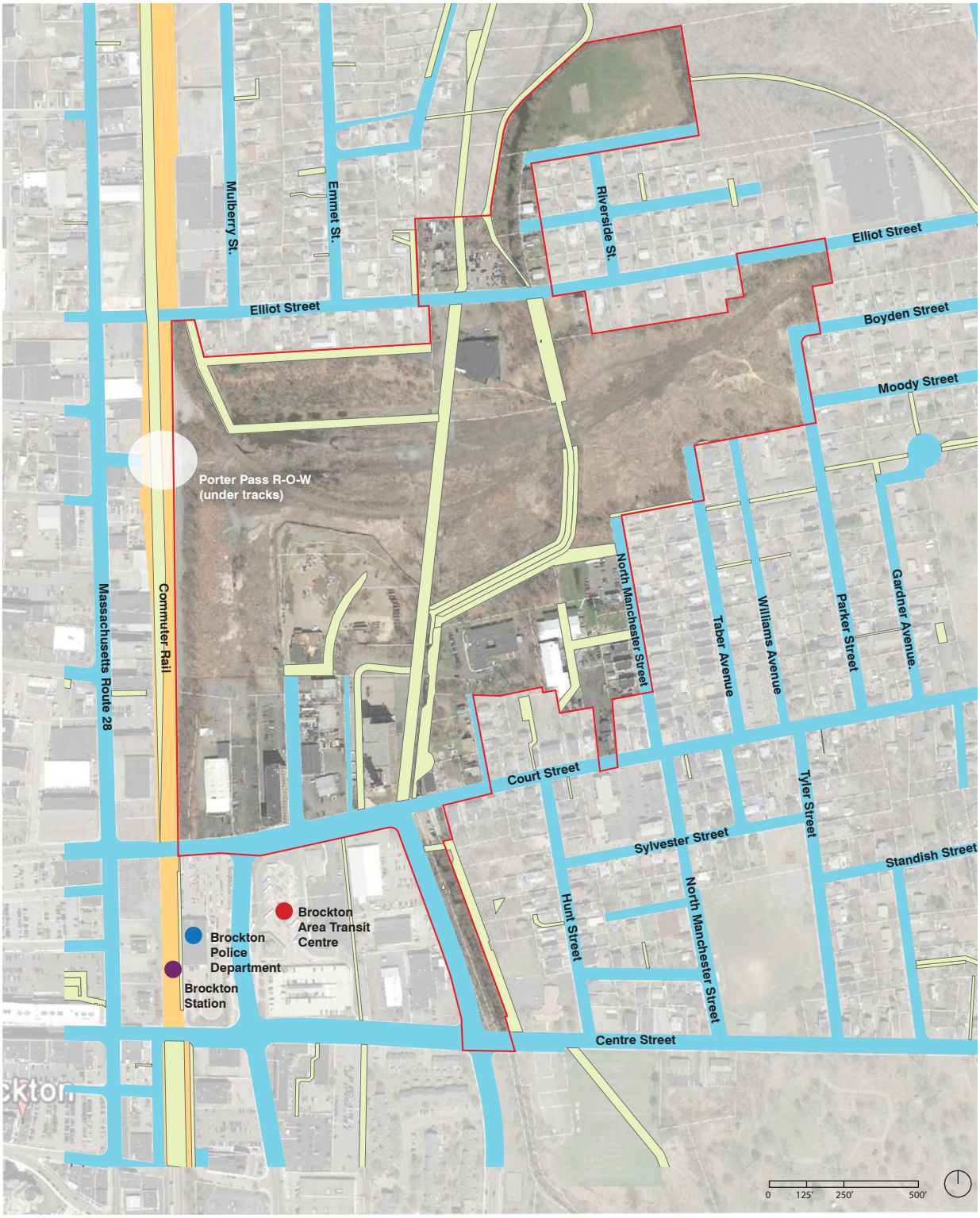


Figure 15: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Existing)

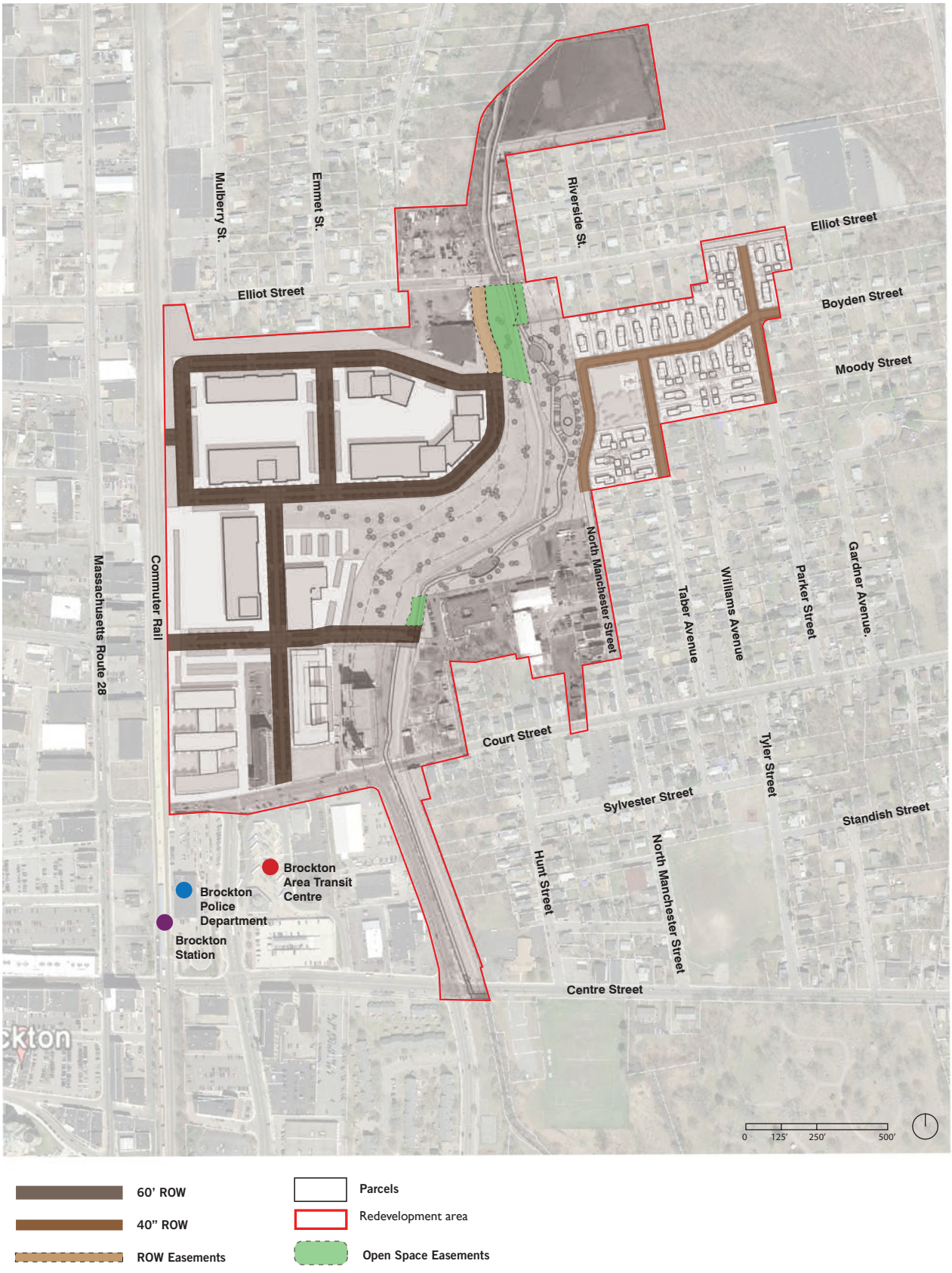


Figure 16: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Proposed)

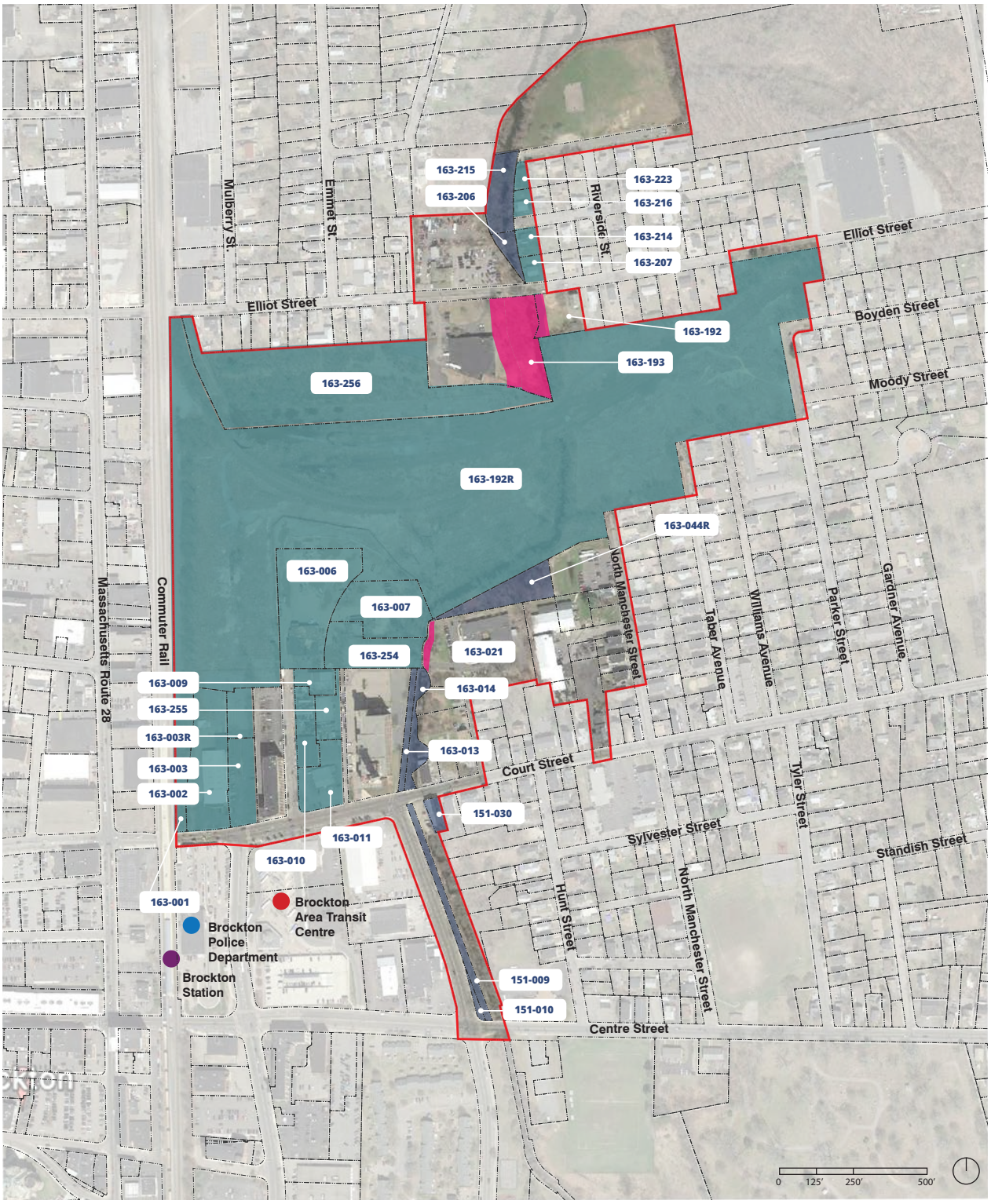


Figure 17: 12.02(2)(f) Parcels to be acquired

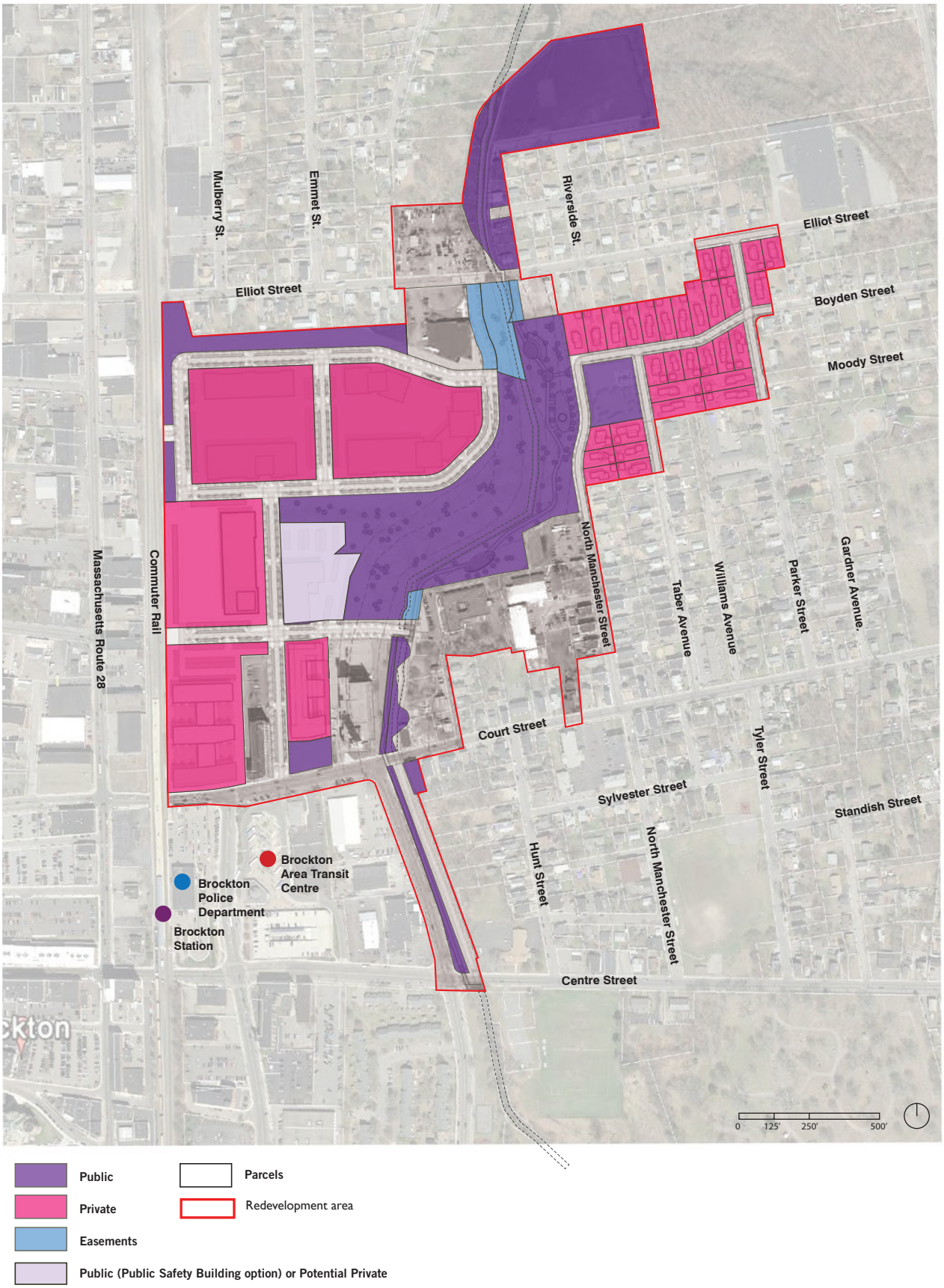


Figure 18: 12.02(2)(g) Lots to be created

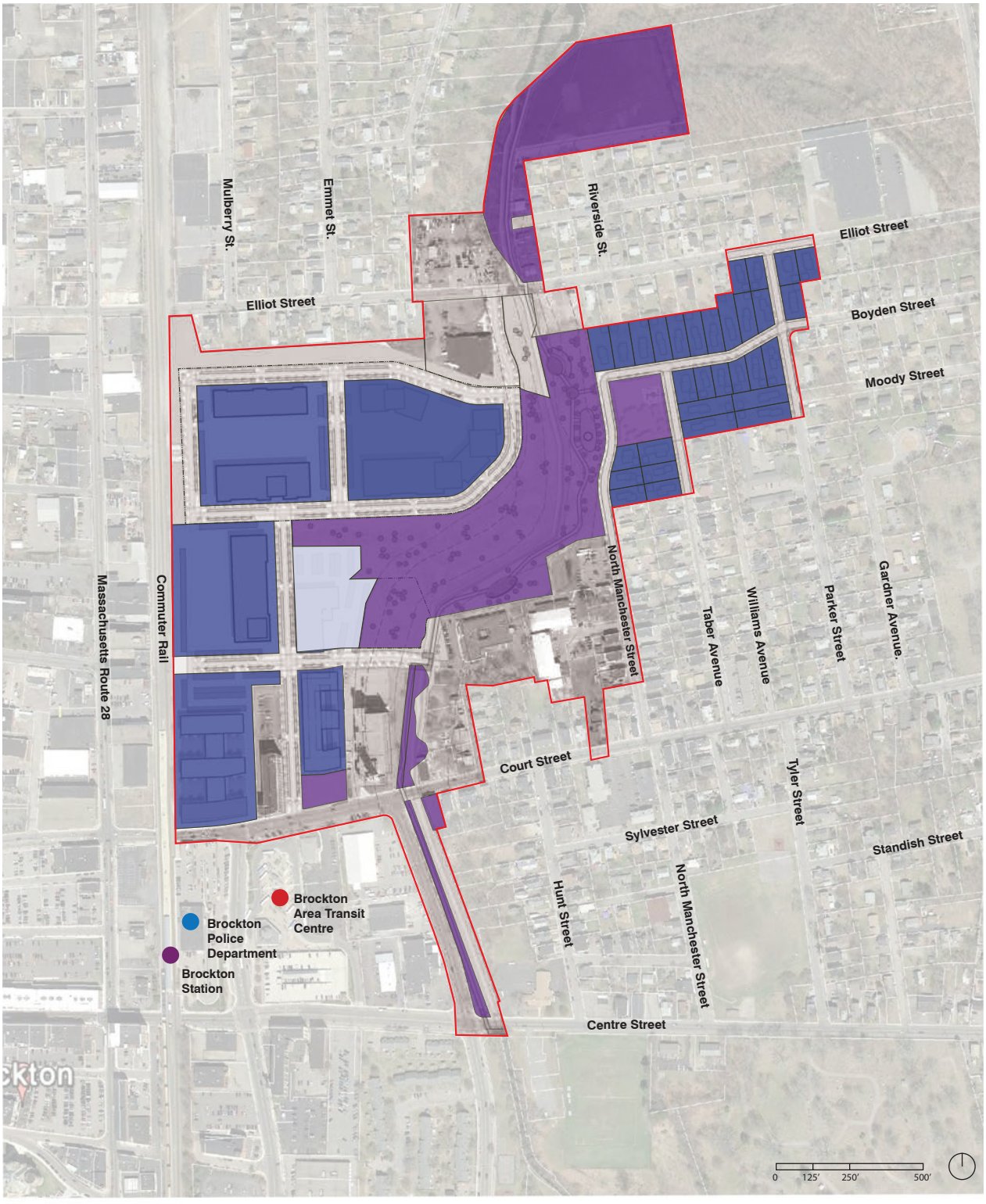


Figure 19: 12.02(2)(g) Lots to be created for disposition

No buildings will be rehabilitated as part of this plan.

Figure 20: 12.02(2)(h) Buildings to be demolished and (i) Buildings to be rehabilitated

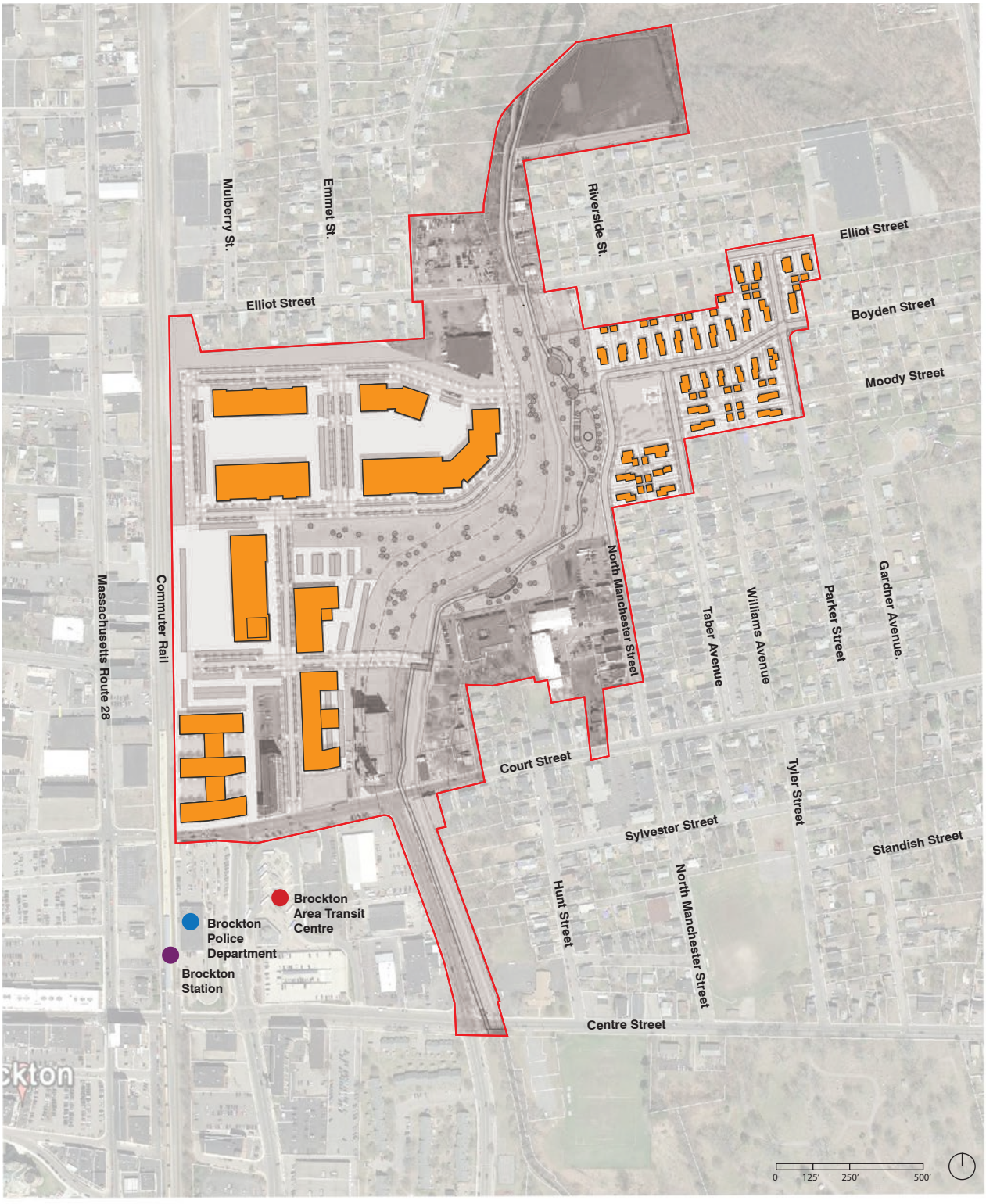


Figure 21: 12.02(2)(j) Buildings to be constructed

12.02(3) ELIGIBILITY

DEFINITION AND APPLICATIONS

DEFINITION OF A BLIGHTED OPEN AREA

Chapter 121B, Section 1 defines a Blighted Open Area as:

… a predominantly open area which is detrimental to the safety, health, morals, welfare or sound growth of a community because it is unduly costly to develop it soundly through the ordinary operations of private enterprise by reason of the existence of ledge, rock, unsuitable soil, or other physical conditions, or by reason of the necessity for unduly expensive excavation, fill or grading, or by reason of the need for unduly expensive foundations, retaining walls or unduly expensive measures for waterproofing structures or for draining the area or for the prevention of the flooding thereof or for the protection of adjacent properties and the water table therein or for unduly expensive measures incident to building around or over rights-of-way through the area, or for otherwise making the area appropriate for sound development, or by reason of obsolete, inappropriate or otherwise faulty platting or subdivision, deterioration of site improvements or facilities, division of the area by rights-of-way, diversity of ownership of plots, or inadequacy of transportation facilities or other utilities, or by reason of tax and special assessment delinquencies, or because there has been a substantial change in business or economic conditions or practices, or an abandonment or cessation of a previous use or of work on improvements begun but not feasible to complete without the aids provided by this chapter, or by reason of any combination of the foregoing or other condition; or a predominantly open area which by reason of any condition or combination of conditions which are not being remedied by the ordinary operations of private enterprise is of such a character that in essence it is detrimental to the safety, health, morals, welfare or sound growth of the community in which it is situated.

FINDINGS AND APPLICATION OF THE DEFINITION

This section demonstrates how the existing conditions within the redevelopment area prevent the private market from addressing those conditions and provides the evidence to support these conclusions.

The BRA's determination that this redevelopment area is a Blighted Open Area rests on the following sets of conditions present within the boundary:

- The redevelopment area is bisected by the brook. Parcels range in size and shape, and ownership is spread among many owners, making redevelopment difficult.
- The large parcel owned by CSX has been vacant since the 1980's, and contains hazardous materials and a regulatory floodway. The most recent past use of this site has been an illegal homeless encampment. The inability to see deep into the site has made it an attractive place for illegal activity that is inconsistent with the adjacent neighborhoods or the desire to revitalize Downtown Brockton on the other side of the rail tracks.
- The size and shape of the CSX parcel is impractical for a single developer to redevelop. Parcelization is required to create smaller parcel sizes.
- Streets are currently unconnected with numerous dead ends, and connections between Downtown, the commuter rail stop, and the surrounding neighborhoods are limited; new or extended streets are needed to access the interior of the site.
- Access to the CSX parcel for its original industrial uses is limited. The rail spur is no longer of practical use – as trucks have increased in size, the logical truck routes to the site are limited by the height of the historic bridges. Because of this, warehousing is not an appropriate use, nor is larger-scale manufacturing. Furthermore, the redevelopment area is not positioned well in the freight rail network after CSX shifted operations to Worcester and Westborough.
- Certain properties along Trout Brook flood on a regular basis, especially those in the 1% flood zone, creating a cycle of damage and repair. Better stormwater management and increased flood storage capacity are necessary to mitigate flooding in the surrounding communities.
- New pedestrian and bicycle trails along Trout Brook are necessary to connect the neighborhoods to existing open spaces.
- Brockton is reported to be a challenging market for ground-up development of almost any type due to the

area's below-median incomes and real and perceived quality of life issues. These factors are reported to be especially pronounced in the immediate area around the redevelopment area.

- The Commonwealth of Massachusetts has determined that Gateway Cities need market-rate housing to help balance income levels to support economic revitalization and development. Brockton is a Gateway City and the development types proposed in this plan support market-rate rental and ownership models in an area near existing public transit options, both local and regional.
- The proposed commercial flex development would provide needed spaces for businesses not well-served by the available space Downtown, support jobs in a walkable neighborhood, and provide demand for food, goods, and services in the Downtown. The proposed development has minimal retail/restaurant space so as not to compete with the businesses Downtown.

The presence of these conditions indicates a need for public intervention to create the conditions necessary to attract and support private investment in the redevelopment area.

ENVIRONMENTAL JUSTICE POPULATIONS

Table 4: 2010 Environmental Justice Populations

EJ Criteria	Minority (M) Income (I) English as a Second Language (E)
Mean EJ Criteria Count in Block Groups	1.34
Number of EJ Block Groups	84
Number of EJ Block Groups in Municipality	87
Percent of Block Groups in EJ	96.6%
Population n EJ Block Groups	90,817
Total population in municipality	93,810
Percent of population in EJ Block Groups	96.8%

Source: 2010 Environmental Justice Populations, Massachusetts Executive Office of Energy and Environmental Affairs, https://www.mass.gov/files/documents/2016/07/ul/ej-2010-communitystatistics.pdf, last accessed July 29, 2019

INVENTORY AND OWNERSHIP

The database maintained by the City's Assessors office provides information about the ownership and valuation of land and buildings within the city. The 48 parcels within the redevelopment area are owned by 27 different entities (Figure 22). Consolidated Rail Corporation is the largest land owner (two parcels, 31.4 acres). Fenton Associates owns approximately 7.5 acres. The City of Brockton owns eight parcels of 6.4 acres. Briscoe Bailing opens approximately 3.1 acres. "Evans Daniel R Jr Trustee" owns six parcels, almost 2.5 acres.

Table 5 contains data from the City's Assessors Office on a parcel-by-parcel basis, including data on the age, size, ownership, and valuation of the buildings and land.

Table 5: Ownership and Parcel Characteristics within Redevelopment area

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($) FY 2020	Land Use/ Condition Notes
151-009	0 Court St	City of Brockton	0.38	-	-	$12,300	Trout Brook
151-010	0 Centre St	City of Brockton	0.05	-	-	$2,200	Trout Brook
151-030	189 Court St	Assc of Brockton Charities Inc	0.13	5,730	1910	$132,400	Condemned Building
162-081	130 Elliot St	Savino Joseph W Trustee	1.73	3,920	1940	$390,200	Automotive sales
163-001	0 Court St	Consolidated Rail Corp	0.57	-	-	$15,300	Vacant Lot
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.40	17,584	1957	$488,800	Sign manufacturing
163-003	0 Court St	Borgatti Raoul F Jr Tr	0.64	-	-	$143,300	Vacant lot; parking
163-003R	0 Court St	Borgatti Raoul F Jr Tr	0.34	-	-	$11,600	Vacant lot; parking
163-006	0 Freight St	Briscoe Baling Corp	1.93	10,696	1930	$378,700	Scrap yard; AUL
163-007	0 Freight St	Briscoe Baling Corp	1.20	-	-	$41,900	Vacant Lot; suspected contamination
163-009	35 Freight St	Briscoe Baling Corp	0.25	4,800	1976	$198,900	Scrap yard
163-010	27 Freight St	Kelly Michael J Trustee	0.42	6,636	1976	$248,800	Auto repair
163-011	170 Court St	Club National Franco American	0.65	3,600	1983	$287,100	Social club
163-012	180 Court St	Verizon New England Inc	1.96	111,370	1980	$3,909,100	Office
163-013	0 Court St	City of Brockton	0.19	-	-	$6,800	Right-of-way
163-014	0 Court St	City of Brockton	0.33	-	-	$2,800	Trout Brook
163-015	188 Court St	One Eighty Eight Court	0.17	2,832	1930	$151,200	Multi-business
163-016	0 Court St	Barnes Gwendolyn W	0.14	-	-	$1,800	Vacant lot
163-017	202 Court St	Barnes Gwendolyn W	0.15	1,950	1925	$253,100	Single-family
163-018	10 Peckham St	Olitsky Benjamin J	0.52	1,386	1925	$341,900	Single-family
163-020	22 Peckham St	Olitsky Benjamin J	0.27	982	1882	$239,500	Single-family
163-021	204 Court St	Haitian Assembly F God Brockton Inc	2.04	15,790	1975	$661,800	Church
163-032	238 Court St	Fiske Grenier Inc	0.53	7,373	1920	$603,000	Funeral Home
163-038	18 N Manchester St	Walker Caren	0.15	3,621	1925	$454,000	Three-family
163-039	22 N Manchester St	Pires John	0.15	3,501	1925	$481,000	Three-family
163-040	26 N Manchester St	Depina Joao B	0.14	3,564	1925	$453,900	Three-family

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($) FY 2020	Land Use/ Condition Notes
163-041R	32 N Manchester St	Evans Daniel R Jr Trustee	0.97	12,246	1930	$486,200	Manufacturer
163-042	0 N Manchester St	Evans Daniel R Jr Trustee	0.14	-	-	$77,300	Manufacturer
163-043	42 N Manchester St	Augustin Jaques	0.14	2,160	1925	$453,300	Two-family
163-044	46 N Manchester St	Evans Daniel R Jr Trustee	0.76	-	-	$156,700	Vacant; parking lot
163-044R	0 N Manchester St	City Of Brockton	0.63	-	-	$25,900	Vacant lot
163-192	165 Elliot Street	Teixeira Valerie	0.54	2290	1925	$428,400	3-Family
163-192R	0 Elliot St	Consolidated Rail Corp	30.81	-	-	$3,645,900	Vacant lot
163-193	135 Elliot St	Fenton Associates LLC	2.66	19,893	1971	$738,600	Wholesale supplier
163-206	0 Elliot St	City of Brockton	0.18	-	-	$6,700	Trout Brook
163-207	158 Elliot St	Desruisseaux Marie	0.15	984	1962	$290,600	Single-family within flood plain
163-214	11 Carter St	Watson Barbara Desilus	0.16	848	1976	$253,400	Single-family within flood plain
163-215	0 Carter St	City of Brockton	0.54	-	-	$6,100	Trout Brook
163-216	12 Carter St	Lantimo Gerty	0.14	1,130	1964	$303,000	Single-family within flood plain
163-223	3 Teele St	Diliddo Joseph	0.09	974	1972	$264,200	Single-family within flood plain
163-224	0 Teele St	City of Brockton	4.12	-	-	$406,900	Puffer Playground
163-254	0 Court St	Verizon New England Inc	0.93	-	-	$223,500	Partially paved lot
163-255	20 Putnam St	Parker Brian C Trustee	0.33	4,480	1967	$252,100	Auto repair
163-256	0 Freight St	Fenton Associates LLC	5.36	-	-	$377,000	Vacant Lot
163-263	0 N Manchester St	Evans Daniel R Jr Trustee	0.13	-	-	$4,600	Manufacturer
163-264	0 N Manchester St	Evans Daniel R Jr Trustee	0.31	-	-	$10,700	Manufacturer
163-273	0 Court St	Evans Daniel R Jr Trustee	0.15	-	-	$77,900	Manufacturer
163-600 to 671	146 Court St, all units	Multiple Owners	0.99	587	2006	$12,311,700	Housing

Source: City of Brockton Office of the Assessor (2016)

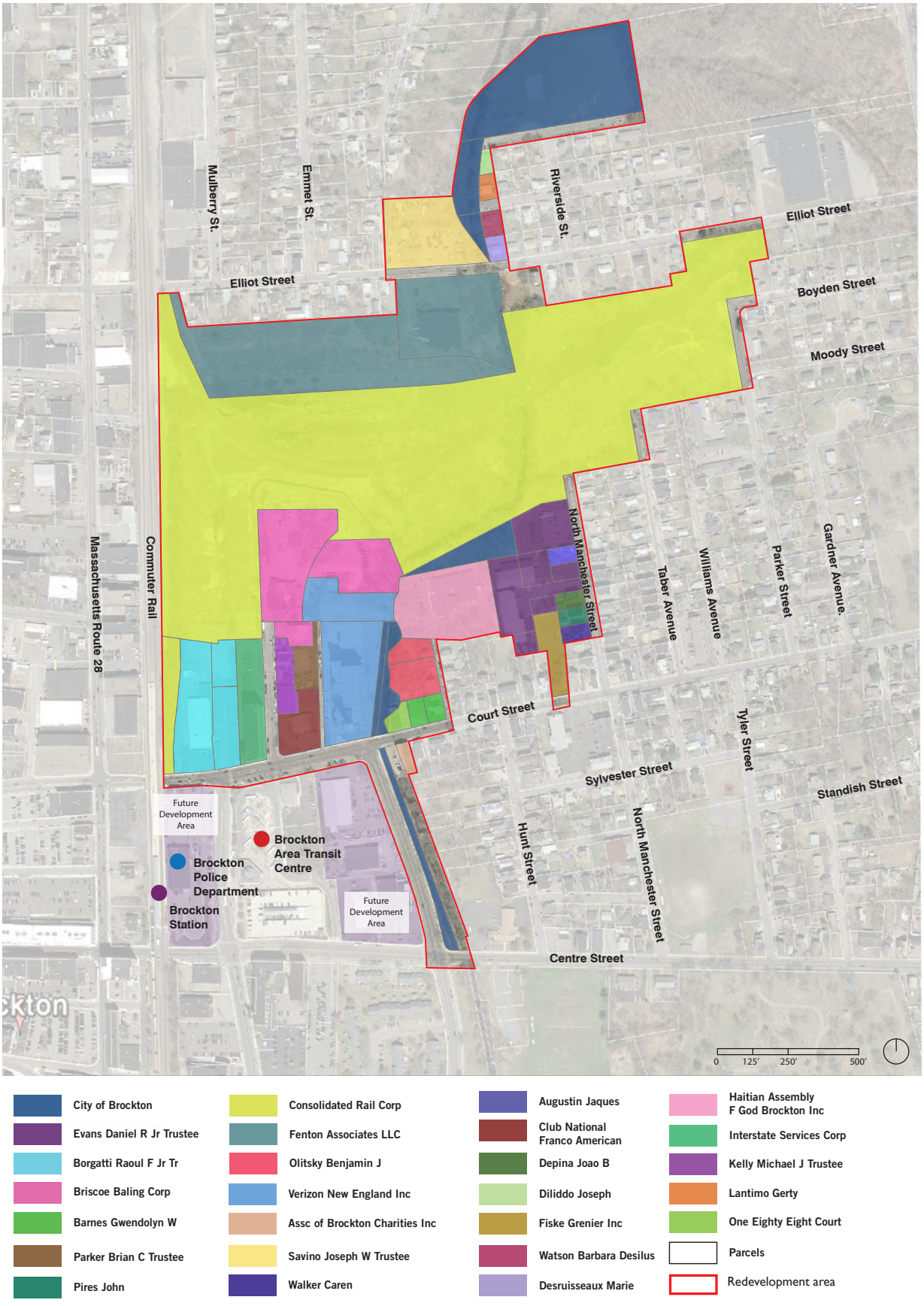


Figure 22: Parcel Ownership within Downtown/Trout Brook Redevelopment District

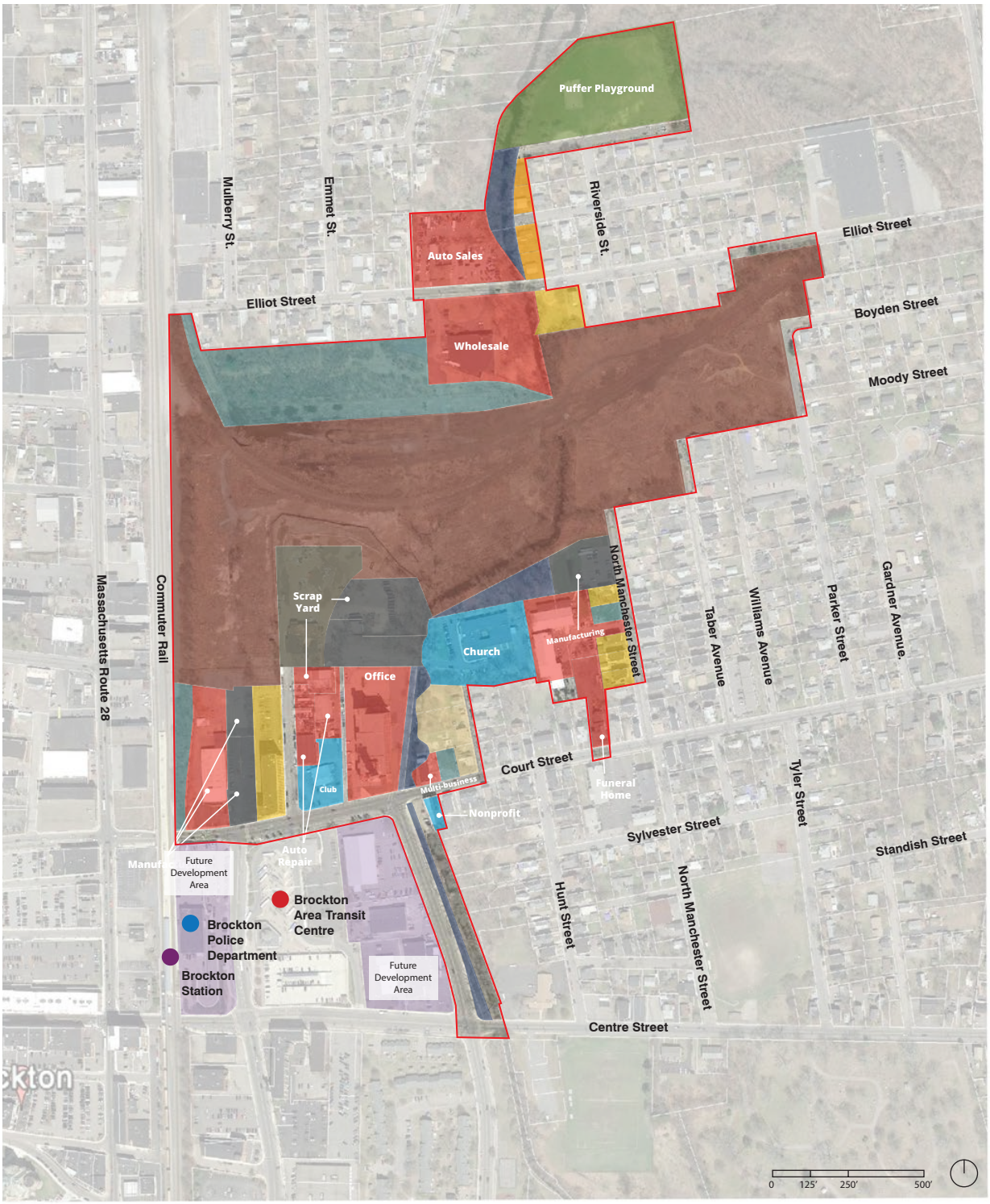


Figure 23: Detailed Land Use

WETLANDS AND FLOOD ZONES

The redevelopment area is bisected by Trout Brook (Figure 25). Both the water body and the area on either side of it are within the Federal Emergency Management Agency (FEMA) AE flood zone, which carries a 1% probability of flooding every year. In addition, Trout Brook is considered a regulatory floodway in the Flood Insurance Rate Map (FIRM) of Plymouth County. Many of the parcels, including four residential parcels adjacent to Trout Brook to the north, are in the AE flood zone and are prone to flooding. Regular flooding creates a costly cycle of damage and repair.

CSX preserved a 25-foot boundary along Trout Brook that supports vegetation and wildlife. The cleared but disturbed land on the CSX site supports additional wildlife species, including song birds and small mammals.

Figure 24: CSX Site looking diagonally toward Court Street

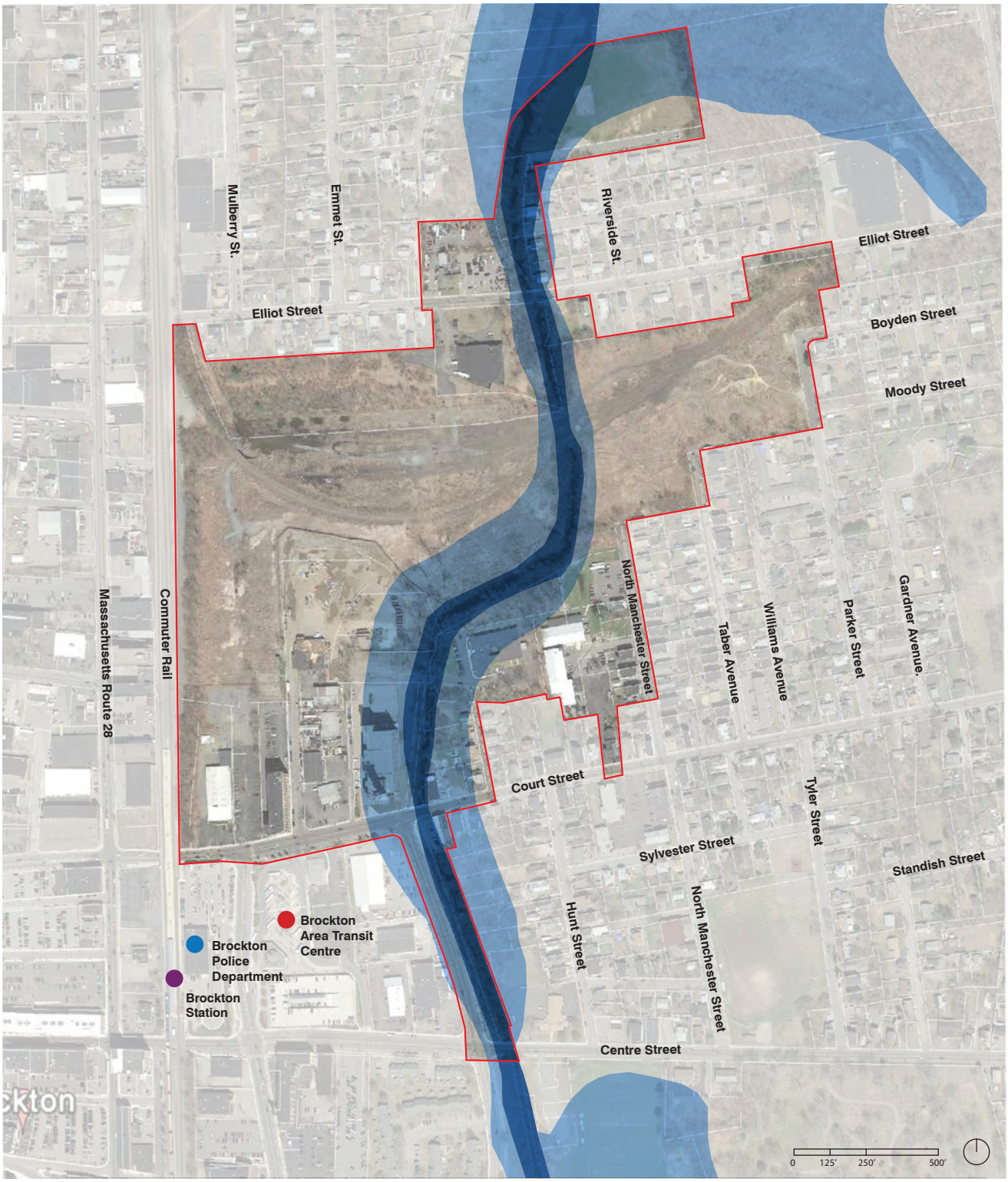


Figure 25: FEMA Flood Zones

ACTIVITY AND USE LIMITATIONS

MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45 Freight Street (the Brockton Iron Works). (See Figure 25)

For the former Brockton Freight Yard (Release Tracking Number 4-20771), the proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area). The uses allowed in AUL 1 include the following:

- Commercial and/or industrial uses
- Emergency repair and maintenance of existing utilities within utility easements
- Construction /excavation work managed through the use of a Health and Safety Plan
- Gardening of agricultural crops for human consumption in raised beds with imported clean soil

In AUL 2, the uses allowed include the following:

- Residential uses
- Uses that include exposure by children to the soil either in high-frequency or high-intensity situations such as playgrounds, day care, schools, parks, etc.
- Other private, public, commercial, industrial, or construction activities not permitted in AUL 1.

The proposed AUL includes additional conditions and requirements for both the uses above and proposed changes in uses that should be considered during redevelopment.

The Phase IV RIP at 45 Freight Street (Release Tracking Number 4-22881 covers Brockton Iron & Steel, a scrap metal facility. Soil conditions include the presence of heavy metals and other environmental contaminants. The Phase IV RIP outlines the remediation actions required; once those are complete, an AUL will be registered that identifies the allowable uses.

PRIVATE WELLS

Table 6 provides a list of private wells within or abutting the redevelopment area from the Well Driller Portal managed by the Massachusetts Executive Office of Energy & Environmental Affairs (EEA). Additional wells sites may be present; not all were identified by address.

Table 6: Private Wells

Well Number	Address	Type	Total Depth /to Bedrock /to Water (in feet)
2843	120 Court Street	Monitoring	13/0/6
133034	146 Court Street	Monitoring	12/0/4
146976	146 Court Street	Geoconstruction	0/0/9
289624	180 Court Street	Monitoring	15/0/8
289748	180 Court Street	Monitoring	15/0/8
290960	170 Court Street	Unknown	205/72/0
109839	135 Elliot Street	Monitoring	14/0/0
250467	1 Freight Street	Monitoring	22/0/10
290812	Moody Street	Domestic	32/13/8
290811	Moody Street	Domestic	42/13/10
289736	99 North Cary Street	Irrigation	200/30/8
290202	Parker Street	Unknown	15.67/0/0
290738	Taber Avenue	Domestic	160/25/20
290736	Taber Avenue	Domestic	320/16/20
290832	Taber Avenue	Domestic	100/29/14
290816	Williams Avenue	Domestic	220/48/14

IMPLICATIONS FOR THE BRA

The BRA can undertake certain actions to address these existing conditions, including the following:

- Acquisition and disposition of land to assist private developers in assembling multiple parcels
- Relocate incompatible uses from other areas of the city to the redevelopment area
- Improve public infrastructure including pedestrian and

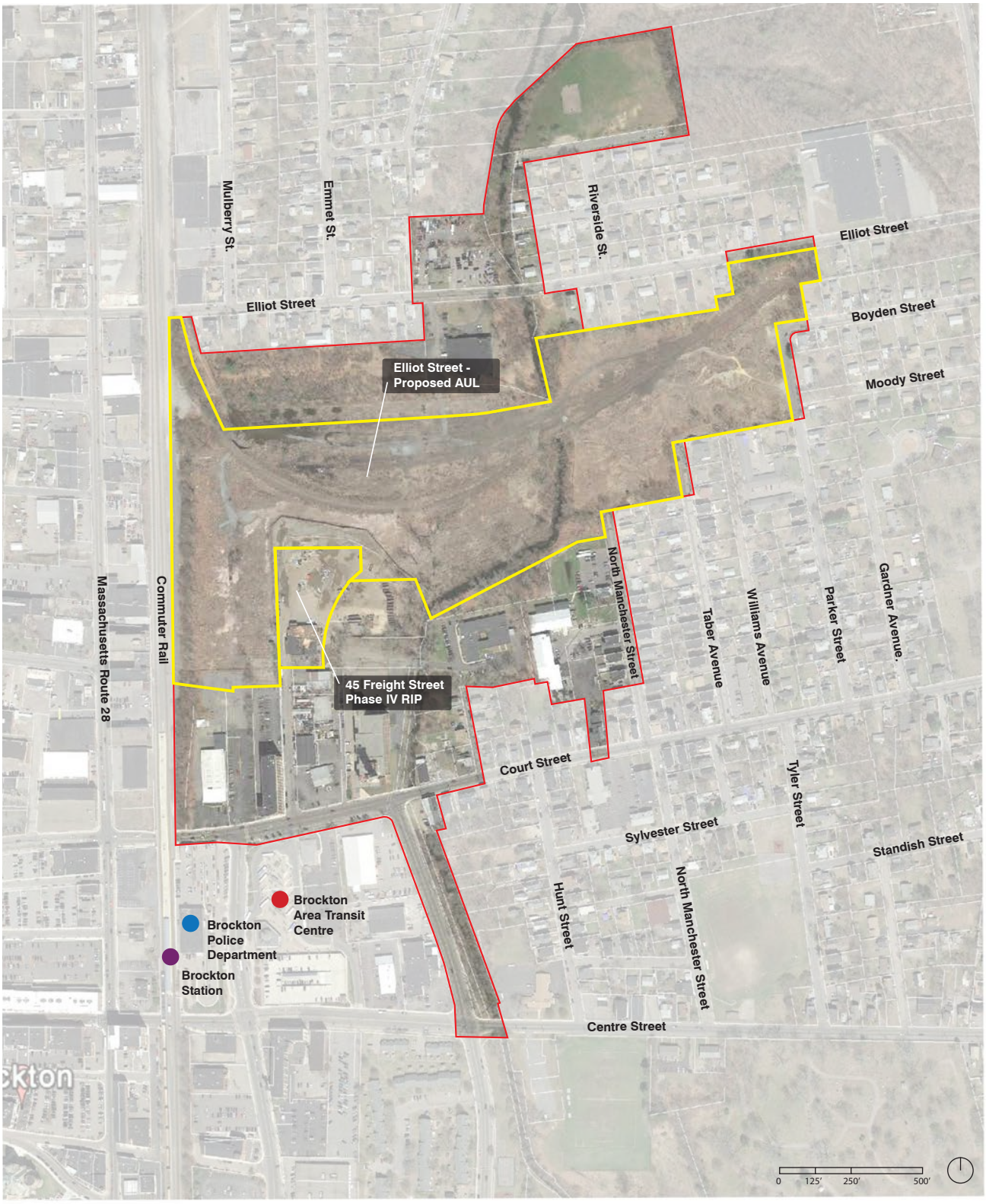


Figure 26: Environmental Conditions

bicycle connections along the proposed Trout Brook Walkway; new or extended streets that better connect the existing neighborhoods, and a new street network to access the interior of the redevelopment area.

- Support zoning changes to allow recommended uses and prohibit incompatible uses
- Support the creation of design guidelines and the implementation of a coordinated design review process to ensure that new development meets public needs and that the both the connections to and the transitions between uses is fully considered

GENERAL CLEARANCE

760 CMR 12.02(2) requires certain additional information if the Redevelopment Plan proposes clearance and/or rehabilitation activities. The activities below require public action because of the need to address certain conditions that the private market has been unable to address. These conditions include the presence of hazardous materials from previous industrial land uses that has prevented redevelopment and the need to provide new or expanded public infrastructure, including streets, a public pathway, and flood storage, to accomplish the goal of safe and direct public access to the area.

The BRA has identified parcels for acquisition. The BRA will acquire one or more of the identified parcels or identify who will acquire the parcels over the life of the Plan and undertake spot clearance as appropriate. All of these activities will be undertaken by the BRA either alone or in partnership with a redeveloper under the provisions of a Land Disposition Agreement.

Spot Clearance Activities

A clearance project is defined in Massachusetts General Laws (M.G.L.) Chapter 121B, Section 1. Definitions as "the demolition and removal of buildings from any substandard, decadent, or blighted open area by an operating agency in accordance with subsection (d) of section twenty-six."

As shown in Figure 20, this plan anticipates the demolition of nine existing buildings within the redevelopment area. A tenth building, not shown on the plan, is already marked for demolition by the City. These buildings would be replaced primarily by multifamily or mixed use buildings at a higher level of density to take advantage of the proximity of regional public transit.

LOCAL SURVEY AND CONFORMANCE WITH THE MUNICIPALITY'S PLANNING DOCUMENTS

LOCAL SURVEY

This Urban Renewal Plan was built upon a thorough analysis of local conditions. Spatially, much of this analysis was conducted using ESRI ArcGIS and shapefiles provided by the City of Brockton. As necessary, this data was supplemented with shapefiles downloaded from the Massachusetts GIS (MassGIS) website. Data layers and sources are identified on each map, below the map's legend.

COMPREHENSIVE PLAN

Chapter 121B requires that an urban renewal plan be in conformance with the community's comprehensive plan. The City's comprehensive plan (*A Blueprint for Brockton*, published 2017) recommends detailed goals, strategies, and implementation actions that are relevant to this redevelopment area.

The four objectives of *A Blueprint for Brockton* are as follows[1]:

- **Restore Land Use Balance: focus on both Preservation and Development.** The plan recommends "targeting redevelopment towards underutilized and former industrial areas."
- **Be a Great Community for the Middle Class: focus on the "R"s to retain, retrain, and recruit.** The plan identifies two elements that support the objectives of this plan: "high quality walkable neighborhoods that are safe, family-oriented places" and "a range of housing choices in

[1] Harriman et al, *A Blueprint for Brockton*, 2017, page 7.

locations that match a full range of middle class lifestyles."

- **Expand Stewardship: focus on building community.** A key elements of this objective is "Growing identification of residents with the neighborhood or district in which they live."
- **Provide Equity: focus on services, amenities, and infrastructure.** The plan discusses the need for "balanced, distributed investments in the services and amenities for all neighborhoods and districts."

The objectives of this Urban Renewal Plan are consistent with the objectives of the comprehensive plan. The redevelopment of a former industrial site will create housing choices for current and future Brockton residents (market-rate rental and single-family homes, integrated with an existing neighborhood and close to transit). The inclusion of a pedestrian and bike-friendly path linking two existing parks will provide amenities to a neighborhood that has had none and that has been negatively impacted by this vacant site. These improvements will support jobs and amenities for the area, supporting a new, positive identity.

A key economic development goal includes increasing the number of good-paying jobs in the City; improving access to the CSX site was one example given.[2] LU2.2 is *Undertake focused redevelopment strategies for the CSX rail yard and Edson Brook areas*.

This Plan also draws upon a planning document produced for the Downtown: *Brockton Downtown Action Strategy*, 2016. In particular, this plan identifies "Start a master planning process and re-zoning initiative for CSX property" as a key action from the *Downtown Brockton Market Study & Policy Recommendations* (2009.[3] This site was also considered in the Expanded Planning Efforts Section, noting the sites proximity to public transit and suitability for a one-stop homeless shelter and a possible future site for the police and fire stations.[4]

CONSISTENCY WITH COMMONWEALTH SUSTAINABILITY PRINCIPLES

The objectives of this Urban Renewal Plan are consistent with the Commonwealth's Sustainable Development Principles. The redevelopment of an environmentally impaired site to create space for jobs and housing near local and regional transit and the construction of a bicycle- and pedestrian-friendly path connecting existing public parks will advance the principles listed in Table 7.

Table 7: Sustainable Development Principles

Sustainability Principle	Consistent?
1. Concentrate Development and Mix Uses	Y
2. Advance Equity	Y
3. Make Efficient Decisions	Y
4. Protect Land and Ecosystems	Y
5. Use Natural Resources Wisely	Y
6. Expand Housing Opportunities	Y
7. Provide Transportation Choice	Y
8. Increase Job and Business Opportunities	Y
9. Promote Clean Energy	Y
10. Plan Regionally	Y

[2] Harriman et al, *A Blueprint for Brockton*, 2017, page 20.

[3] Stantec et al, *Downtown Action Strategy*, 2016, page 31.

[4] Ibid., page 46.

12.02(4) OBJECTIVES

PLAN OBJECTIVES

The objectives of this Plan are as follows:

- Develop a major underutilized site that is adjacent to the Downtown, within walking distance of multimodal public transit, and currently separate existing neighborhoods from the Downtown
- Mitigate existing environmental contamination to the level appropriate for the type of development
- Implement infrastructure improvements that support multimodal users - trucks, cars, pedestrians, bicyclists, and commuter rail riders.
- Add a mix of commercial flex uses, residential uses, and other supporting uses to this area to create jobs and market-rate housing, strengthening the existing neighborhoods and increasing the ability to revitalize the Downtown
- Create a multi-use path that connects Puffer Playground to Snow Park along the eastern edge of Trout Brook to provide an amenity for a neighborhood that does not have access to public open space
- Expand open space and remove invasive species along the regulatory floodway to provide stormwater management and flood storage capacity for an area that regularly flood

The BRA intends to acquire land, seek funding sources to close financing gaps, and work with one or more developers to achieve the objectives of this Plan.

PROPOSED ZONING CHANGES

Figure 11B: 12.02(2)(c) provides a map of the proposed zoning changes.

- In the Industrial I-2 zoning, Commercial Flex uses should be allowed, including most commercial, retail, and light industrial uses. Alternatively, a new Commercial Flex zoning subdistrict could be created. Commercial Flex allows businesses to shift their square footage between warehouse/manufacturing space and office/retail space. The building can be designed with floor plates, utilities, and other components that can adapt seamlessly to shifting market demand.
- In the area anticipated to become detached single-family houses, the zoning should be changed to R-2; minimum lot sizes and frontages should be reduced to be consistent with the existing residential neighborhood fabric.
- A new Open Space (OS) zoning district could help to preserve open space in the City and be applied to the planned Trout Brook path and flood storage parcels. Otherwise, the zoning subdistrict could remain as the original zoning designation.
- The parcels on Court Street that are envisioned to become multifamily residential should be rezoned to multifamily R-3.

DESIGN GUIDELINES

The design guidelines to be developed by the City will be applicable to the following project types within the redevelopment area:

- All projects on land owned by the BRA or the City of Brockton
- All projects subject to a Land Disposition Agreement (LDA) with the BRA
- All projects in the redevelopment area that are required by the City's zoning ordinance to undergo site plan review and/or apply for a special permit.

The Planning Board will undertake the design review process as part of the approval processes for site plan review and, if required, special permit applications.

URBAN DESIGN PRINCIPLES

There are four sub-areas of the redevelopment area: Commercial Flex, Multi-family Residential, Single-family Residential, Open Space and Public Realm.

Commercial Flex

- New developments should focus on offering flexible spaces to diverse types and scales of commercial and light industrial businesses.
- The public realm should balance the needs of commercial loading and truck access with pedestrians and cyclists. Improved pedestrian connections should include continuous, uninterrupted sidewalks, well-marked and safe pedestrian crossing, adequate and a comfortable streetscape with lighting and trees, and connections to the Trout Brook open space.
- Parking and loading should be located in the rear of buildings, and curb cuts should be located on side streets.
- New developments should minimize the impervious surfaces in parking areas through porous pavement or other strategies to mitigate stormwater flooding and heat island.
- Parking and loading should be located away, buffered, and screened from the Trout Brook open space and existing residential neighborhoods.
- Entrances to businesses should be located on the front of buildings and ground floor activity or transparency should be encouraged to activate the street.

Multi-family Residential

- New developments should focus on moderately scaled infill relatively close to the rail station and transit center.
- New developments on Court Street should define the street edge, and have active uses or resident amenities on the ground floor, reinforcing comfortable and attractive places for pedestrians.
- New developments are encouraged to be contextually sensitive to the façade pattern of the existing residential loft building, in order to promote a visual continuation of the street edge.
- New developments should improve the public realm along Court Street to improve connectivity and pedestrian experience between existing neighborhoods, the commercial flex sub-area, Downtown, and transit stations.
- A public, green open space on the corner of Court Street and Freight Street should be designed as an active and positive amenity for the community and gateway to the commercial flex district.
- Intersections between the Trout Brook Path and streets such as Court Street should be safe and comfortable to cross in order to provide a seamless open space network.

Single-family Residential

- New single-family houses should be designed as context-sensitive to the massing and character of the existing, surrounding neighborhoods.
- New single-family houses should have street frontage and lot widths that fit the existing context of the surrounding neighborhoods.
- Public open spaces and the playground should be designed as active and positive amenities to the neighborhood and should improve access to Trout Brook.

Open Space and Public Realm

- Public open space and streets should be reinforced as active and positive amenities in the district and used to ensure the neighborhoods around the transit stations are safe and secure environments for all.
- Buildings should be used to frame open space and streets, provide activity on the ground floor of active pedestrian corridors and windows that face onto streets and open space.
- Landscape elements should be used to provide points of interest and visual focus, areas of shade and rest for pedestrians, and visual buffers from service areas or parking lots.
- Pedestrian paths should be used to enhance activity in open spaces and provide convenient access for desirable pedestrian routes.
- Open spaces should be designed to manage stormwater and promote ecological improvements to the Trout Brook area.

PROPOSED REDEVELOPMENT

The development volumes anticipated by this Plan are shown in Table 8 below:

Table 8: Development Volumes

Scenario	Preferred Plan
Residential Apartments (units)	250-300
Retail/Restaurant (SF)	14,150
Single-Family Detached (units)	31
Commercial Flex (000s SF)	185

While these development volumes could fit on the redevelopment area the absorption of such volume is likely to take place over a long period; from 3-5 years for residential apartments; perhaps less for townhouses or detached single-family homes. The timeline for commercial flex is likely to be longer, unless the City actively works with business owners to relocate to this area.

JOB RETENTION, CREATION, AND ELIMINATION

The future redevelopment of the redevelopment area will not only revitalize an underutilized piece of land adjacent to Downtown Brockton, but will provide additional housing options near transit, create both temporary construction jobs and full-time jobs in the city, and provide new income and property taxes for the city and state. Based on the full build-out of the redevelopment area, we estimate the potential fiscal and economic benefits to be:

- Creation of 194 +/- jobs in new industrial/flex businesses.
- Creation of 64 +/- jobs in new retail and/or restaurant businesses.
- Creation of 14 +/- jobs to support the management and operations of new multi-family housing.
- Generation of +/- $12,000,000 in annual wages from new job creation.
- Generation of +/- $780,000 in new residential property taxes for the City.
- Generation of +/- $435,000 in new commercial/industrial property taxes for the City.
- Jobs from existing commercial and industrial businesses in the redevelopment area are anticipated to be accommodated in the redevelopment area or relocated.

12.02(5) ACQUISITIONS

The Brockton Redevelopment Authority has identified several parcels for potential acquisition, as shown in Table 9. This table identifies the current owner, use, and assessed value by parcel identification and the street address. The table groups the proposed acquisitions by the proposed land use to reflect physical adjacencies and/or new uses appropriate to the context of the proposed land uses for the area. The condition analysis shown in Table 9 is derived from the information in Appendix A.

The acquisition of these parcels supports the public purpose of this Redevelopment Plan as defined in *Section 4. Objectives.* Easements refer to a specific portion of the property, and not the entirety of the property, that might be dedicated to the Trout Brook Path or right-of-way.

12.02(6) RELOCATION

For a pre-acquisition relocation, the BRA will prepare a relocation plan for persons and/or businesses that must be relocated and are considered to be a displaced person as set out in Massachusetts General Laws (M.G.L.) Chapter 79A, Section I, including a displaced person that must be relocated because of any public acquisition of land to fulfill the public purpose of this Redevelopment Plan. The BRA commits to a process that will accomplish the following goals, established by 760 CMR 27.00:

- Establish fair, equitable, and consistent treatment of the businesses who are displaced through the acquisition
- Minimize the adverse impact of displacement on the businesses and their community
- Prevent the closure of business

As required by 760 CMR 27.00, the BRA will establish a relocation advisory agency prior to any acquisitions. The BRA will file a relocation plan with the Bureau of Relocation (part of Department of Housing and Community Development (DHCD)) for any project that displaces the occupants of

more than five dwelling units or business units. This Plan recommends a pre-filing consultation with the Bureau of Relocation.

The BRA will comply with the applicable requirements in M.G.L. 79A, the regulations in 760 CMR 27.00 and the related guidelines, and federal laws related to relocation, including 49 CFR Part 24, as applicable. The plan must be approved by the Bureau of Relocation before the displaced person or business are displaced by the acquisition. All displaced persons and businesses are entitled to relocation assistance and payments established under M.G.L. C. 79A and 760 CMR 27.00.

The plan must be filed with the Bureau of Relocation at least 45 days before the anticipated date of the acquisition of the property, along with notification of the affected occupants of their rights and the available relocation assistance and payment prior to the at acquisition of the property.

However, DHCD recommends filing the relocation plan at least 180 days in advance of the beginning of relocation activities to allow sufficient review of the plan and to accommodate the 120-day Notice to Vacate required for permanent displacement of a displaced person or business.

In the relocation plan provided to the affected occupant, a summary of the appeal procedures will be available to occupants. If any displaced person or business disagrees with the conditions of the relocation plan, they may request a further review before 60 days after receipt of the determination. A Hearing will be conducted by an impartial personal representing the BRA. The appellant can request a review of the BRA decision by the Bureau of Relocation. The Bureau will then issue a written determination after a hearing. Both parties have the right for judicial review.

In the relocation plan, the BRA will provide a description of the needs of the displaced occupants eligible for relocation assistance. For residential occupants who rent, this should include necessary unit size, maximum rent, and any specific needs, such as location or accessibility features. For residential occupants, who own, this should include necessary unit size, maximum purchase price and any specific needs. For business occupants, who rent, this should include the needed number of square feet, space layout, maximum rent, and any specific needs. For business occupants, who own, this should include the needed number of square feet, space layout, maximum price, maximum carrying cost, and any specific needs.

As shown in Table 10, it is anticipated that five businesses and four residential units will need to be relocated due to anticipated acquisitions.

Some people may be relocated as the result of FEMA buyouts associated with multiple flood event claims. These people may be eligible for assistance through the FEMA Hazard Mitigation Grant Program. FEMA generally pays up to 75 percent of hazard mitigation project costs. To be eligible for funding, there must be a Notice of Voluntary Interest from the property owner; eminent domain may not be used to acquire the property by the BRA (sub-applicant). Participation is not voluntary for tenants but tenants are entitled for relocation assistance, as required by the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, (URA). URA relocation benefits to displaced tenants include moving expenses, replacement housing rental payments, and relocation assistance advisory services. Owner's participating in FEMA-funded acquisition projects are not entitled to relocation benefits because the voluntary program meets URA exemptions. To qualify as a project, the acquired parcels must generally be used for open space uses and not occupied structures. Compensation is based on market value either at time of sale or immediately prior to the most recent flood event. Demolition, structure relocation, and other site preparation costs are generally covered in addition to the real property value.

12.02(7) SITE PREPARATION

The Brockton Redevelopment Authority (BRA) anticipates that all site improvements for land subsequently disposed of under a Land Disposition Agreement (LDA) will be undertaken by the developer subject to the environmental mitigation and site preparation requirements in the LDA.

Certain sites have been identified in *Section 12.02(2) Characteristics* as either sites that have environmental risks or have had such risks in the past. Development of any of these sites must follow the relevant requirements of the US Environmental Protection Agency (EPA) and the Massachusetts Department of Environmental Protection (MassDEP). However, the redevelopment area is within an

Table 9: Parcels for Acquisition

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($) FY 2020	Proposed Land Use	Phase
151-009	0 Court St	City of Brockton	0.35	0	0	$12,300	Trout Brook Path	I
151-010	0 Centre St	City of Brockton	0.05	0	0	$2,200	Trout Brook Path	I
151-030	189 Court St	Assc of Brockton Charities Inc	0.125	5,730	1910	$132,400	Trout Brook Path	II/III
163-001	0 Court St	Consolidated Rail Corp	0.44	0	0	$15,300	Multifamily/Mixed-Use	II/III
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.391	17,584	1957	$488,800	Multifamily/Mixed-Use	II/III
163-003	0 Court St	Borgatti Raoul F Jr Tr	0.614	0	0	$143,300	Multifamily	II/III
163-003R	0 Court St	Borgatti Raoul F Jr Tr	0.333	0	0	$11,600	Multifamily	II/III
163-006	0 Freight St	Briscoe Baling Corp	2.08	10,696	1930	$378,700	Commercial Flex; Potential Municipal	II/III
163-007	0 Freight St	Briscoe Baling Corp	1.196	0	0	$41,900	Stormwater Storage	II
163-009	35 Freight St	Briscoe Baling Corp	0.261	4,800	1976	$198,900	Commercial Flex; Potential Municipal	II/III
163-010	27 Freight St	Kelly Michael J Trustee	0.423	6,636	1976	$248,800	Multifamily	II/III
163-011	170 Court St	Club National Franco American	0.692	3,600	1983	$287,100	Multifamily; Public plaza	II/III
163-013	0 Court St	City of Brockton	0.194	0	0	$6,800	Commercial Flex; Right-of-Way; Easement For Trout Brook Path	I
163-014	0 Court St	City of Brockton	0.227	0	0	$2,800	Trout Brook Path	I
163-021	204 Court St	Haitian Assembly of God Brockton Inc	2.026	15,790	1975	$661,800	Easement For Trout Brook Path	I/II
163-044R	0 N Manchester St	City of Brockton	0.744	0	0	$25,900	Trout Brook Path; Flood Storage	I
163-192	165 Elliot St	Teixeira Valerie	0.54	2,290	1925	$428,400	Easement For Trout Brook Path	I/II
163-192R	0 Elliot St	Consolidated Rail Corp	30.83	0	0	$3,645,900	Commercial Flex; Trout Brook Path; Flood Storage; Single-Family	II
163-193	135 Elliot St	Fenton Associates LLC	2.66	19,893	1971	$738,600	Commercial Flex, Easement For Trout Brook Path	II/III
163-206	0 Elliot St	City of Brockton	0.212	0	0	$6,700	Trout Brook Path; Flood Storage	I
163-207	158 Elliot St	Desruisseaux Marie	0.155	984	1962	$290,600	Trout Brook Path; Flood Storage	I/II

Table 9 (continued): Parcels for Acquisition

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($) FY 2020	Proposed Land Use	Phase
163-214	11 Carter St	Watson Barbara Desilus	0.167	848	1976	$253,400	Trout Brook Path; Flood Storage	I/II
163-215	0 Carter St	City of Brockton	0.526	0	0	$6,100	Trout Brook Path; Flood Storage	I
163-216	12 Carter St	Lantimo Gerty	0.15	1,130	1964	$303,000	Trout Brook Path; Flood Storage	I/II
163-223	3 Teele St	Diliddo Joseph	0.111	974	1972	$264,200	Trout Brook Path; Flood Storage	I/II
163-254	0 Court St	Verizon New England Inc	0.893	0	0	$223,500	Stormwater Storage	I/II
163-255	20 Putnam St	Parker Brian C Trustee	0.355	4,480	1967	$252,100	Multifamily	II/III
163-256	0 Freight St	Fenton Associates LLC	4.98	0	0	$377,000	Commercial Flex; Easement For Trout Brook Path; Access Easement	II/III
		Totals	52.725	95,435		$9,448,100		

Table 10: Anticipated Relocations from Identified Acquisitions

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($) FY 2020	Current Occupant Type
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.391	17,584	1957	$488,800	Business
163-006	0 Freight St	Briscoe Baling Corp	2.08	10,696,	1930	$378,700	Business
163-009	35 Freight St	Briscoe Baling Corp	0.261	4,800	1976	$198,900	Business
163-010	27 Freight St	Kelly Michael J Trustee	0.423	6,636	1976	$248,800	Business
163-011	170 Court St	Club National Franco American	0.692	3,600	1983	$287,100	Business
163-207	158 Elliot St	Desruisseaux Marie	0.155	984	1962	$290,600	Residential (1 unit)
163-214	11 Carter St	Watson Barbara Desilus	0.167	848	1976	$253,400	Residential (1 unit)
163-216	12 Carter St	Lantimo Gerty	0.15	1,130	1964	$303,000	Residential (1 unit)
163-223	3 Teele St	Diliddo Joseph	0.111	974	1972	$264,200	Residential (1 unit)
163-255	20 Putnam St	Parker Brian C Trustee	0.355	4,480	1967	$252,100	Business
		TOTALS	5.91	57,462		$2,965,600	

- Total Number of Residential Units: 4
- Total Number of Businesses: 5

urban environment with previous industrial uses, and it is likely that not all sites with hazardous materials have been identified. Buildings built prior to 1978 may have lead paint either within the building or the surrounding soil and older buildings may also have asbestos. The potential for hazardous materials should be evaluated on a case-by-case basis prior to the commencement of the project.

Some of the parcels in this redevelopment area are within FEMA floodplains (AE and X) and the City's Flood Hazard Overlay District. Additional site preparation costs are associated with the requirements for construction in a floodplain, including elevation or flood-proofing the first floor.

Clearance of brush and invasive species and regrading of the land is anticipated by this plan and estimates for these costs are included in *Section 12.02(12) Financial Plan.*

For sites to be retained under BRA or City ownership, the site preparation will include the investigation of environmental conditions and the mitigation of those conditions to the appropriate level of the proposed land use.

12.02(8) PUBLIC IMPROVEMENTS

The Brockton Redevelopment Authority (BRA) plans for a variety of public improvements to support new development in the Redevelopment Area:

- Pedestrian path on the east side of Trout Brook connecting Puffer Playground to Snow Park (Figure 13)
- Expanded open space adjacent to the Trout Brook floodway to increase stormwater management and flood storage capacity. (Figure 13)
- New streets and utilities dividing the larger parcels into smaller, more developable parcels (Figure 16)
- New streets connecting to existing neighborhood streets (Figure 16)
- Streetscape improvements throughout the redevelopment area (Figure 16)
- Expanded utilities under the new street network (Figure 14)

Public improvements will be built by a combination of efforts by the BRA, City, and selected developers. Prior to the installation of these improvements, the acquired land would need to be cleared. Environmental testing and/or remediation of the land may be undertaken by either the BRA or a preferred developer. Estimated costs for public improvements are provided in *Section 12.02(12) Financial Plan.*

12.02(9) DISPOSITION

Anticipated dispositions are listed in Table 11 and the anticipated parcelization plan is represented in Figure 27. Existing parcel configuration is represented in Figure 26.

Any disposition must meet the relevant requirements of Massachusetts General Laws (M.G.L.) Chapter 121B and Chapter 30B (note that redevelopment authorities are exempt from some portions of Chapter 30B). Under these two chapters, the sale, lease, or acquisition of residential, industrial, or commercial real property by a redevelopment authority engaged in the development and disposition of real estate in accordance with an approved plan, is exempt from public disposition procedures required of all other local government bodies.

However, any parcel of land to be sold or otherwise disposed of by the BRA must meet the requirements of 760 CMR 12.05. This includes an independent disposition appraisal of the parcel. The criteria for determination of the disposition price of the parcel are detailed in 760 CMR 12.05. The Department of Housing and Community Development (DHCD) must approve both the disposition price and the Land Disposition Agreement (LDA) between the BRA and the purchaser.

The sale, lease, or development (redevelopment, rehabilitation or new construction) of any property controlled by the BRA

Table 11: Anticipated Disposition

Parcel ID	Address	Ownership	Anticipated Disposition
151-009	0 Court St	City of Brockton	Retained by City for Trout Brook Path
151-010	0 Centre St	City of Brockton	Retained by City for Trout Brook Path
151-030	189 Court St	Assc of Brockton Charities Inc	Transferred to City for Trout Brook Path
163-001	0 Court St	Consolidated Rail Corp	Disposition to private developer for multifamily/mixed-Use infill development
163-002	132 Court St	Borgatti Raoul F Jr Tr	Disposition to private developer for multifamily/mixed-use infill development
163-003	0 Court St	Borgatti Raoul F Jr Tr	Disposition to private developer for multifamily infill development
163-003R	0 Court St	Borgatti Raoul F Jr Tr	Disposition to private developer for multifamily infill development
163-006	0 Freight St	Briscoe Baling Corp	Disposition to private developer for commercial flex or transferred to City for potential municipal public safety use
163-007	0 Freight St	Briscoe Baling Corp	Transferred to City for Trout Brook stormwater storage
163-009	35 Freight St	Briscoe Baling Corp	Disposition to private developer for commercial flex; potential municipal
163-010	27 Freight St	Kelly Michael J Trustee	Disposition to private developer for multifamily
163-011	170 Court St	Club National Franco American	Disposition to private developer for multifamily; public plaza
163-013	0 Court St	City of Brockton	Disposition to private developer for commercial flex; retained by City for right-of-way, easement for Trout Brook Path
163-014	0 Court St	City of Brockton	Retained by City for Trout Brook Path
163-021	204 Court St	Haitian Assembly of God Brockton Inc	Easement on specific portion of parcel for Trout Brook Path
163-044R	0 N Manchester St	City of Brockton	Retained by City for Trout Brook Path, flood storage
163-192	165 Elliot St	Teixeira Valerie	Easement on specific portion of parcel for Trout Brook Path
163-192R	0 Elliot St	Consolidated Rail Corp	Disposition to private developer for commercial flex, single-family; Transferred to City for Trout Brook Path, flood storage
163-193	135 Elliot St	Fenton Associates LLC	Easement on specific portion of parcel for Trout Brook Path
163-206	0 Elliot St	City of Brockton	Retained by City for Trout Brook Path, flood storage
163-207	158 Elliot St	Desruisseaux Marie	Transferred to City for Trout Brook Path, flood storage
163-214	11 Carter St	Watson Barbara Desilus	Transferred to City for Trout Brook Path, flood storage
163-215	0 Carter St	City of Brockton	Retained by City for Trout Brook Path, flood storage
163-216	12 Carter St	Lantimo Gerty	Transferred to City for Trout Brook Path, flood storage
163-223	3 Teele St	Diliddo Joseph	Transferred to City for Trout Brook Path, flood storage
163-254	0 Court St	Verizon New England Inc	Transferred to City for stormwater storage
163-255	20 Putnam St	Parker Brian C Trustee	Disposition to private developer for multifamily
163-256	0 Freight St	Fenton Associates LLC	Disposition to private developer for commercial flex; Transferred to City for easement for Trout Brook Path, access easement

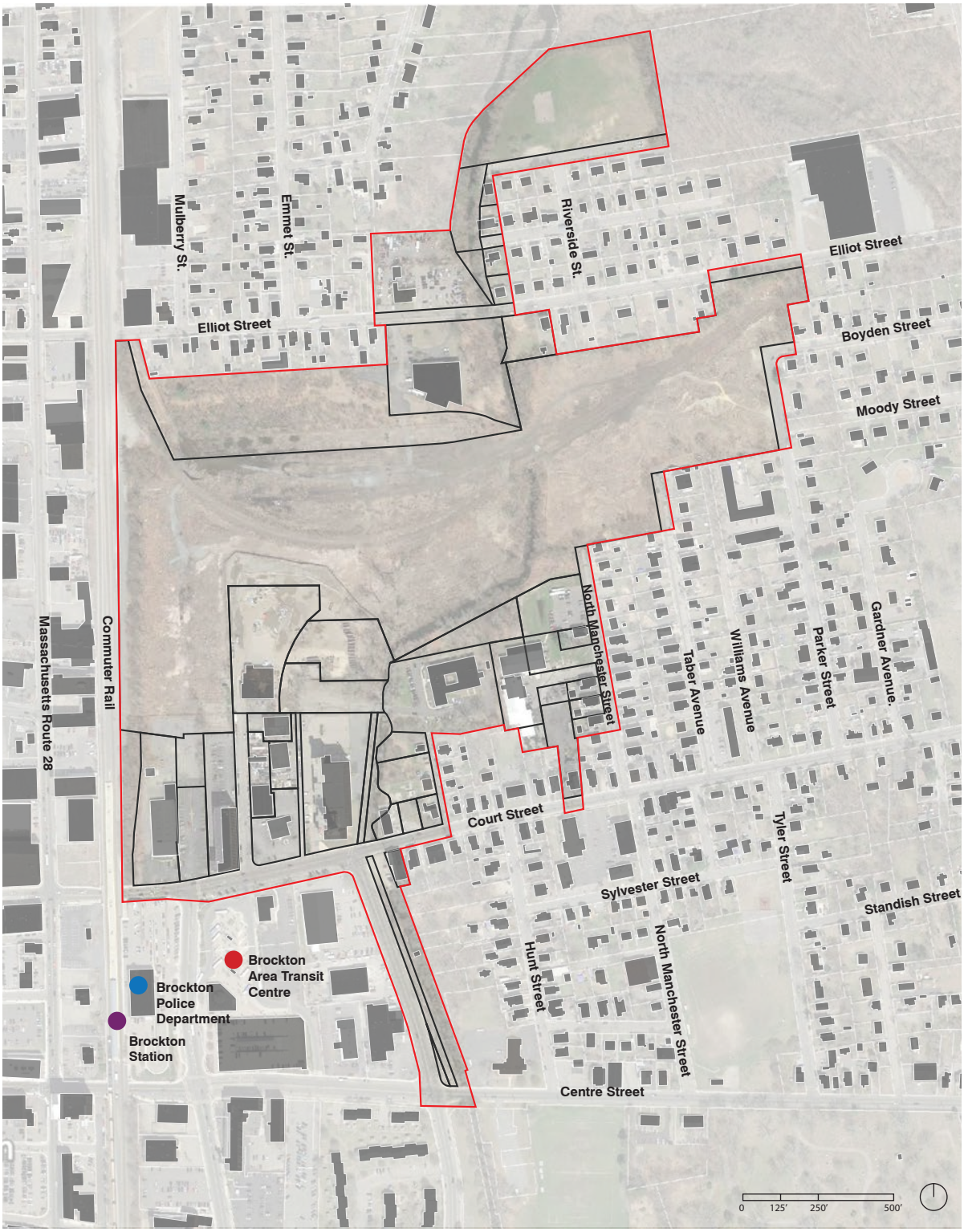


Figure 27: Property Lines and the Footprint of Buildings (Existing)

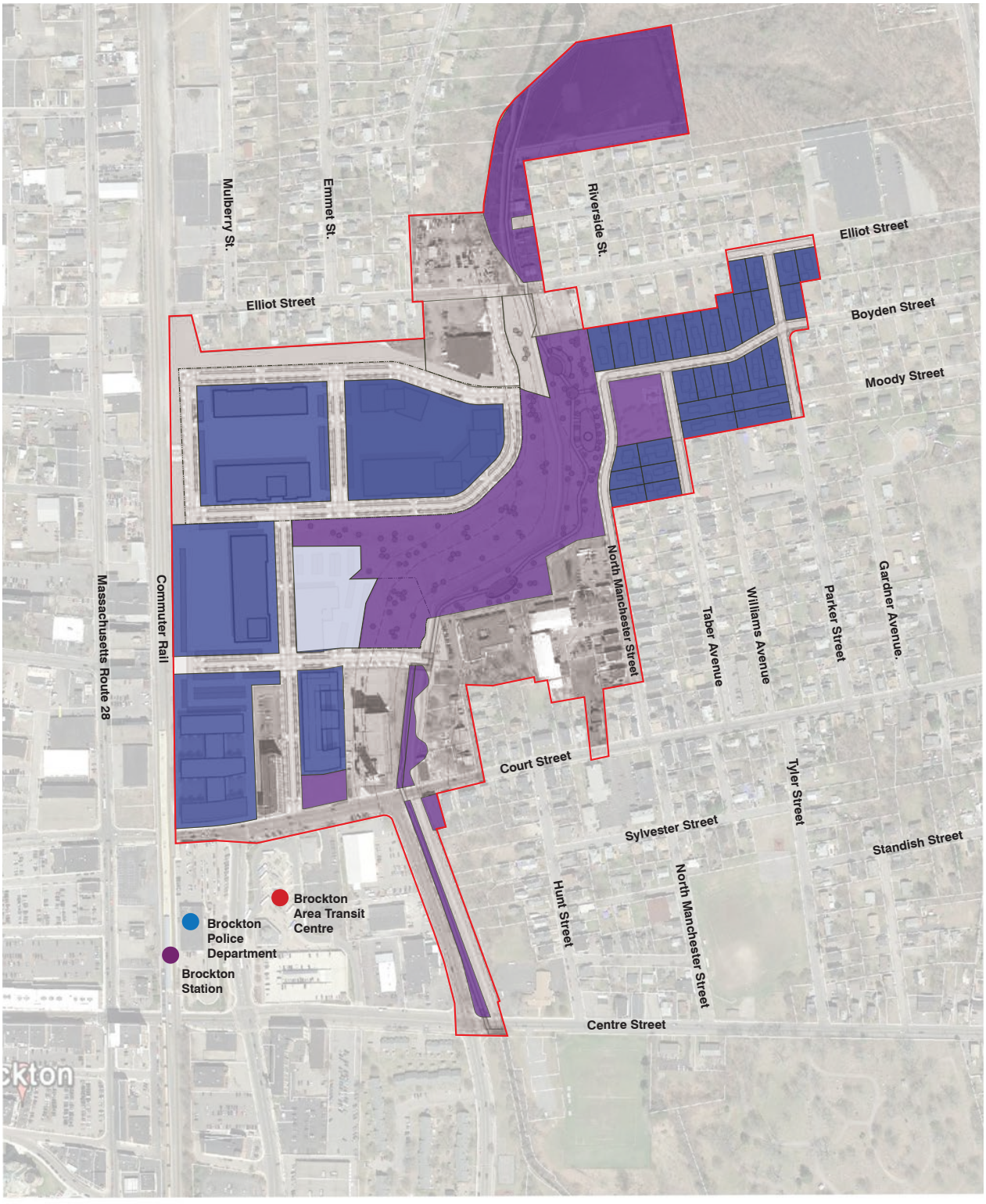


Figure 28: Parcelization Plan and Lots to be created for disposition

Table 12: Planned Demolitions to be done by the City/BRA

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($) FY 2020	Proposed Land Use
151-030	189 Court St	Assc of Brockton Charities Inc	0.125	5,730	1910	$132,400	Trout Brook Path
163-207	158 Elliot St	Desruisseaux Marie	0.155	984	1962	$290,600	Trout Brook Path; Flood Storage
163-214	11 Carter St	Watson Barbara Desilus	0.167	848	1976	$253,400	Trout Brook Path; Flood Storage
163-216	12 Carter St	Lantimo Gerty	0.15	1,130	1964	$303,000	Trout Brook Path; Flood Storage
163-223	3 Teele St	Diliddo Joseph	0.111	974	1972	$264,200	Trout Brook Path; Flood Storage
		Totals	1.234	9,666		$1,243,600	

The listed parcels are anticipated to be demolished by the BRA/City for the Trout Brook Path and flood storage. Other demolition and site preparation for other redevelopment parcels will be done by the preferred developer.

must be in accordance with the objectives of this Redevelopment Plan. Certain larger parcels, such as those currently owned by CSX Corporation, may be transferred to a private developer as is or may be subdivided into smaller parcels. The BRA will evaluate the need to subdivide larger parcels based on the land uses as defined in this plan, the market demand for certain parcel sizes consistent with the proposed uses, and developer interest in redeveloping or rehabilitating the entire site versus smaller pieces.

The BRA will periodically assess the progress of this Plan's implementation and identify other properties for disposition or remove any properties identified in the list of dispositions that have subsequently been developed according to the requirements of this Urban Renewal Plan. Changes to the plan are governed by 760 CMR 12.03, as outlined in *Section 16. Future Plan Changes.*

12.02(10) REDEVELOPER'S OBLIGATIONS

Redevelopers within the redevelopment area will be subject to the City's zoning ordinance, as may be revised according to the recommendations of this Plan.

The Brockton Redevelopment Authority (BRA) may sell or lease land it acquires within the boundary of this Redevelopment Plan to a redeveloper or redevelopers who will undertake a project on the site. Such sale or lease shall be undertaken in accordance with the disposition process outlined in Section 12.02(9) Disposition. The BRA may choose to issue a Request for Interest (RFI) or a Request for Proposal (RFP) to identify potential redevelopers. The RFI or RFP will require that any project meet the objectives of this Urban Renewal Plan as described in Section 12.02(4) Objectives. Responses must include a detailed narrative that includes, but is not limited to, the following requirements:

- The proposed development, including proposed land uses
- How the proposed development will meet the objectives of this Urban Renewal Plan
- The parties involved (ownership, development team, etc.)
- Any public improvements required for the proposed project
- The proposed timeline to completion of construction
- Pro forma for the project and available financial resources
- Relevant experience and related references

- Proposed job creation, including temporary and permanent jobs

In accordance with Massachusetts Department of Housing and Community Development's (DHCD's) Urban Renewal Regulations at 760 CMR 12.00, the selected redevelopers will be subject to a Land Disposition Agreement (LDA). This agreement will define any requirements specific to that property and any requirements the BRA has for the development of property in general.

The BRA will establish the following requirements within the LDA:

- Development of the parcel(s) must follow the design guidelines that will be established by the City for development within this urban renewal area. These design guidelines will address the impact of privately-owned buildings and space on the public realm; in other words, architectural and site components that visually or physically determine the experience of a pedestrian, bicyclist, or diver on a public way. Key components of those design guidelines will be to reinforce the safety and attractiveness of the streetscape and other publicly-accessible ways
- All improvements must be completed in accordance with the objectives of the Urban Renewal Plan
- All improvements must be completed within a reasonable timeframe
- The project will be subject to the City's relevant project approval process
- Contributions to the public improvements for Trout Brook Path, the stormwater detention/flood storage area, the public plaza and/or the neighborhood playground proposed in this plan may be required of the redevelopers, based on the size of the proposed development and the proximity and relevance of that development to the public amenity

In addition, the BRA may require performance standards relative to the timing and completion of construction within the LDA. The LDA for each parcel shall insure that the redeveloper conforms to and carries out the requirements of the Redevelopment Plan and that the interests of the project are safeguarded. The time permitted for the performance of each obligation of the redeveloper shall be specified. DHCD must approve the LDA.

12.02(11) TIME FRAME

This Redevelopment Plan shall take effect on the date of approval by the Massachusetts Department of Housing and Community Development (DHCD) and shall be in effect for 20 years from that date.

The activities described in the Implementation Plan in the *Executive Summary, Section 4. Plan Objectives* and *Sections 8 through 13* are anticipated to take place over a period of twenty or more years, according to the anticipated phasing schedule identified in *Section 1. Executive Summary*. Some of the proposed activities are dependent upon market conditions and/or the actions of other entities, including City boards, committees, and departments and State agencies. This phasing schedule, therefore, is an estimate of when certain actions are likely and will shift depending on these factors.

Phase I activities will be completed within the first two to five years. Phase II activities will be completed within five to ten years. Phase III activities will be completed within ten to twenty years.

The construction of the development volume anticipated by this plan is dependent upon market conditions during the life of the plan. As noted, the volume of dwelling units may take from three to five years for full absorption, depending on the mix of ownership and rental. The full build-out of commercial flex space may take longer given the challenges of the site for truck access and its position relative to the highway network.

The BRA will undertake regular review of the timeline and the proposed actions to ensure that the goals of this Redevelopment Plan are met by the actions and to consider whether this Plan should be amended to reflect changes in goals or completed actions.

12.02(12) FINANCIAL PLAN

Market uncertainties and rent potential for both multi-family and commercial space in Downtown Brockton have created the need for gap financing in order to make future development on the site feasible. The development plan for the site was tested with the assumption that infrastructure costs, site remediation, and land assemblage would be undertaken by the BRA or other public sector partners. These site preparation steps are essential to creating development pads that can be phased in over time with different developers, or sold/leased to one entity to develop the whole site. The City of Brockton has worked hard over the last several years to create a "Seven-Layer Dip" of financial and regulatory incentives in Downtown to reduce as many development barriers as possible. The incentive tools in and around this site that could apply or potentially be extended include:

- **Federal Opportunity Zone (OZ)** – covers this site
- **District Improvement Financing (DIF) District** – covers this site
- **Housing Development Initiative Program (HDIP)** – adjacent to this site
- **40R Smart Growth Overlay District** – adjacent to this site

Additional programs or incentives the City could consider for this site might include:

- **43D Expedited Permitting** – could be applied to the industrial/flex portion of the site to expedite the permitting process
- **Rezoning to Encourage Desired Use Mix** – rezone the property to encourage the use mix associated with this Plan.
- **121A Tax Agreement** – could be used to reduce taxes for a period of time to allow development to occur and stabilize before phasing tax payments back in.
- **MassWorks Infrastructure Program** – Administered by the Executive Office of Housing and Economic Development (EOHED); this is a competitive grant program for public infrastructure projects. Priority is given to those projects that support multi-family housing in walkable mixed-use districts; immediate job creation; and/or economic development in weak or distressed areas. MassWorks grants may be used for streetscape improvements, bridge repairs, and other such improvements. Municipalities must demonstrate that the application is consistent with the Commonwealth's Sustainability Principles and meets the programs investment goals. More information is available here: https://www.mass.gov/service-details/massworks-infrastructure-grants.
- **MassDevelopment Commonwealth Places** – This program supports placemaking projects with the support of the crowd-funding mechanism Patronicity. MassDevelopment matches up to $50,000 if the community can meet its goal within 60 days. More information can be found here: https://www.massdevelopment.com/what-we-offer/real-estate-services/commonwealth-places/
- **MA DEP s319 and 604(b) Grant Programs** – These address water quality, including nonpoint source pollution, management planning, and stormwater management. More information can be found here: https://www.mass.gov/info-details/grants-financial-assistance-watersheds-water-quality
- **Mass EEA: Parkland Acquisitions and Renovations for Communities (PARC) Grant Program** – established to assist cities and towns in acquiring and developing land for park and outdoor recreation purposes. These grants can be used by municipalities to acquire parkland, build a new park, or to renovate an existing park. *Maximum grant: $400,000; percent match: 30%*
- **Flood Mitigation Assistance Program** (FEMA) – authorized by Section 1366 of the National Flood Insurance Act of 1968, as amended. The program goal is to reduce or eliminate flood risk of severe repetitive and repetitive flood damage to buildings insured by the National Flood Insurance Program (NFIP). The program provides funding to states, territories, federally-recognized tribes and local communities for projects and planning that reduces or eliminates long-term risk of flood damage to structures insured under the NFIP. https://www.fema.gov/flood-mitigation-assistance-grant-program *Maximum grant: $2 million; $100,000 per Applicant for Advance Assistance*

- **Pre-Disaster Mitigation Program** (FEMA) – authorized by Section 203 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act. This program is designed to assist states, territories, federally-recognized tribes, and local communities in implementing a sustained pre-disaster natural hazard mitigation program. The goal is to reduce overall risk to the population and structures from future hazard events, while also reducing reliance on federal funding in future disasters. This program awards planning and project grants and provides opportunities for raising public awareness about reducing future losses before disaster strikes. (https://www.fema.gov/pre-disaster-mitigation-grant-program) *Maximum grant: $4,000,000 (broken into categories); percent match: 25%*
- **Hazard Mitigation Grant Program (FEMA)** – funds for states, tribes, and local communities available after a federal disaster declaration. The grants protect public or private property through various mitigation measures. Hazard mitigation includes long-term efforts to reduce the impact of future events on public or private property. HMGP recipients must prioritize, select, and administer state and local hazard mitigation projects; local government may apply on behalf of individuals. (https://www.fema.gov/hazard-mitigation-grant-program) *Federal share: 75%; non-Federal match: 25%*
- **Five Star and Urban Waters Program or Urban Waters Small Grant Program (National Fish Wildlife Foundation)** – provides small grants to address water quality in priority watersheds, including addressing erosion and pollutants. (nfwf.org) *Maximum grant: $20,000-60,000, depending on program*

This Plan anticipates that the BRA will acquire and assemblesor causes the acquisition and assembly of the land, remediate any environmental hazards, and undertake basic infrastructure and utility upgrades. The BRA will then provide the land to one or more development entities at a minimal cost. The development pro formas (Appendix C) for this site assumed no land costs, which was necessary at this point in time to close a portion of the financing gap for some of the assumed land use types.

If the market improves as development is phased in, the BRA may have the option to ask for land payments through a land sale or land lease deal. Land costs could be assumed for early phases of development, but the BRA may want to consider strategies for offsetting the initial financial hit of land purchase costs. These strategies could include:

- Determine a fair land sale price, but couple that with a structured 121A tax exemption agreement which would relieve the new owner of property taxes, betterments, and/or special assessments for a period of time. During that period, the City and owner could agree to phase payments in as the development is built, occupied, and stabilized. This would provide the owner with the opportunity to begin generating income from the property and begin incremental tax payments back to the City.
- Determine a fair land lease price which could also be coupled with a 121A tax exemption agreement. The land lease would allow the BRA to maintain ownership over the land while still generating a consistent stream of revenue that can be budgeted over time. This is different than the one-time cash infusion of a land sale deal.
- Offset future land prices by having developers construct needed public infrastructure components such as sidewalks, streetscape and utilities or link additional density bonuses to the infrastructure. Private developers can sometimes build infrastructure at less cost than the public sector and time the construction with overall development of the various parcels.
- The construction of up-front infrastructure costs by developers may help achieve funding goals using the Opportunity Zone status of the area. By definition, OZ investors must leave their investments in a given project for a period of years in order to fully realize the capital gains benefits.
- Create a separate DIF sub-account for the project area that will allow future incremental tax revenues to be used to support specific infrastructure bond financing.

Table 13: Estimated Plan Budget: Uses and Sources*

Uses		Sources				
		DIF	MassWorks	MassDevelopment Site Readiness Grant	PARC	
Acquisition of CSX and Banner Vacant Land**	$10,000,000					
Acquisition of Perma Line**	$1,542,000			$1,000,000		
Acquisition of 6 Owners**	$3,606,600			$2,000,000		
Acquisition of Trout Brook homes**	$1,298,250					
Relocation Expenses	$1,100,000					
Project Management	$250,000	$250,000				
Marketing	$100,000	$100,000				
Demolition and Site Clearance*	$2,500,000					
Environmental Testing***	$500,000	$200,000				
Public Utilities (Water, Sewer, Drainage)*	$1,300,000		$1,300,000			
Stormwater Storage*	$200,000					
Streets and Streetscape*	$2,400,000		$1,500,000			
Trout Brook Path, Public Plaza, Neighborhood Park*	$1,230,000				$800,000	
Contingency (20%)	$3,050,000					
Total Expenditures	$29,076,850	$550,000	$2,800,000	$3,000,000	$800,000	

*** These order-of-magnitude estimates will change based on the type and volume of development over time.**

**** Cost of acquisition is based on the current assessed value; the actual acquisition cost may vary.**

*****The cost of environmental mitigation is unknown at this time and is a factor of additional environmental tests, the precise location of any contaminants, the nature of those contaminants, and the proposed land use of the affected area.**

	Commonwealth Municipal Vulnerability Preparedness (Action Grant)	FEMA Hazard Mitigation Grant Program	Pre-Disaster Mitigation Grant	EDA Public Works Grant	EPA Brownfield Assessment Grant	EPA Brownfield Clean Up Grant	NFWF Urban Water Grant Program	CDBG 108 Loan Guarntee	CDBG	Loan/Bond
										$10,000,000
										$542,000
										$1,606,600
	$300,000		$998,250							
										$1,100,000
		$1,000,000		$1,000,000		$500,000				
					$300,000					
	$200,000									
				$900,000						
							$30,000		$400,000	
										$3,050,000
	$500,000	$1,000,000	$998,250	$1,900,000	$300,000	$500,000	$30,000	$0	$400,000	$16,298,600

12.02(13) CITIZEN PARTICIPATION

The City appointed a Master Planning Committee to provide information to the consultant team and review progress throughout the process. This committee met in October 15, 2018, November 28, 2018, February 13, 2019, and May 8, 2019. The following are the members of the Master Plan Committee.

- Anne Beauregard, Brockton City Council, Ward 5
- John Channell, Banner Systems
- Amanda Chisholm, MassDevelopment
- Chris Cooney, MetroSouth Chamber of Commerce
- Frank Davin, Elliot Street resident, property owner
- Brian Droukas, Real estate
- George Durante, MassDevelopment
- Dan Evans, Evans Machine Company
- Angela Gallagher, Massachusetts Department of Environmental Protection
- Matt George, Elliot Street, property owner and resident
- Emily Hall, Brockton Redevelopment Authority
- John Handrahan, Massachusetts Department of Environmental Protection
- Richard Heieh, Elliot Street property owner
- Department of Planning and Economic Development
- Rob May, CEcD, Director of Planning and Economic Development
- Shane O'Brien, Staff Planner
- Megan Shave, Conservation Agent
- Pam Gurley, Administrative Assistant

The City also appointed a Working Group, which included members of staff, representatives from MassDevelopment, and members of the consultant team. This group participated in regular conference calls to discuss the project and prepare for the Open House and meetings of the Master Plan Committee.

The City sponsored an open house in March 2019 to test various scenarios with members of the public. The open house had numerous large format poster boards showing various existing conditions throughout the redevelopment area (e.g., boundaries of the project area, current zoning, flood zones). There were also sets of large format poster boards showing four potential redevelopment scenarios with the proposed land uses, buildings, and circulation network, as well as the proforma for each scenario. A presentation by the consultant team provided an overview of the planning process, conditions within the redevelopment area, and four potential redevelopment scenarios. After the presentation concluded, City staff and the consultant team fielded questions from the audience and held one-on-one conversations throughout the duration of the open house. Participants were invited to provide feedback and preferences regarding various aspects of the scenarios, and to discuss comments or questions with the consultant team.

- Citizens Advisory Committee: September 16, 2019 – The CAC was originally established for the Downtown Brockton Urban Revitalization Plan and is experienced in the content and implications of an urban renewal plan. The members of the CAC reviewed the existing context, the proposed Redevelopment Plan, and the related actions.
- Brockton Redevelopment Authority/Public meeting: October 30, 2019 – The BRA sponsored a public meeting at which the contents of the draft plan were presented. Participants asked questions about the plan contents.
- City Council: July 27, 2020 – Referred the draft plan to the Finance Committee.
- Brockton Redevelopment Authority/Public meetings: The BRA sponsored two online public meetings on September 28 and October 15, 2020.
- Finance Committee – Discussed the plan on September 8, November 16, and December 21, 2020.

PUBLIC PARTICIPATION IN PROJECT EXECUTION

The BRA is responsible for the implementation of this Urban Renewal Plan. Their meetings are public and future planning processes will include opportunities to engage members of the public and incorporate their input.

12.02(14) REQUISITE MUNICIPAL APPROVALS

The following votes and actions are required as part of the public approval process:

- Vote of the Brockton Redevelopment Authority (BRA) to support the Plan and move it into the approval process, at a meeting held on November 6, 2019.
- Determination of conformance with the Brockton Master Plan by the Brockton Planning Board, at a meeting held on November 6, 2019.
- Opinion of Counsel for the BRA, dated December 10, 2020.
- Vote of the Brockton City Council to approve the Plan for submission to the Department of Housing and Community Development, at a meeting held on December 28, 2020.

The City of Brockton sent a copy of the draft plan to the Massachusetts Historical Commission (MHC) on March 3, 2020.

The records of votes and/or minutes of meetings are contained in Appendix B. The opinion of counsel and the letter to MHC is also in this appendix.

12.02(15) MASSACHUSETTS ENVIRONMENTAL POLICY ACT (MEPA)

The Brockton Redevelopment Authority (BRA) filed an Environmental Notification Form (ENF) under the Massachusetts Environmental Policy Act (MEPA). Appendix D contains the ENF filed with the Executive Office of Energy and Environmental Affairs (EEA) on or close to January 20, 2021. Please see Appendix D.

12.03 PLAN CHANGES

In accordance with 760 CMR 12.03, changes to the Plan may be made any time during implementation, including changes to the property/parcel designations: acquisition, clearance, disposition, rehabilitation, and new construction. Plan changes are divided into two types: a minor plan change and a major plan change.

MINOR PLAN CHANGE

The Brockton Redevelopment Authority (BRA) must submit all proposed minor and major plan changes to the Department of Housing and Community Development (DHCD) for approval, along with a resolution authorizing the plan change. However, the following minor plan changes do not need DHCD approval:

1. Granting or receiving easements for utilities
2. Confirmatory takings for the purpose of title clearing
3. Tax foreclosures
4. Conveying non-buildable lots of less than 5,000 square feet to owners of adjacent parcels
5. Acquiring an interest in property made available through a discontinuance of a public way
6. Transfer of a property interest to or from another public entity

MAJOR PLAN CHANGE

Major plan changes require the same process as the initial preparation of this Plan:

- Evidence of public outreach
- A public hearing
- Determination by the Planning Board that the plan is in conformance with the City's comprehensive plan
- Approval by the City Council

DHCD must approve a major plan change. A major plan change is defined by DHCD as a significant change to any of the basic elements of the approved Urban Renewal Plan, including characteristics, objectives, public improvements, redeveloper's obligations, acquisitions, or dispositions.

Additional requirements are provided in 760 CMR 12.03.

Downtown/Trout Brook Redevelopment Plan

APPENDIX A
PARCEL INVENTORY

PARCEL INVENTORY

Appendix A has three sections. The first section consists of a spreadsheet with information on all parcels in the Downtown / Trout Brook Redevelopment District. This data in this spreadsheet was provided to the consultant team by the City; the consultant team added additional fields during the planning process. The second section consists of photos of potential acquisitions. The third section consists of photos of vacant parcels.

A visual analysis of the property condition was conducted only for parcels and buildings identified for acquisition. The condition analysis was derived a visual survey from a site walk and pictures taken on two site visits on August 2, 2019 and February 25, 2020 and additional information from Google Earth. The condition analysis ratings, indicated in green in the table, are based on a visual inspection of the conditions of the buildings and sites but do not represent underlying environmental or economic conditions, although parcels located in a flood plain are identified. Areawide environmental and economic conditions are addressed in the urban renewal plan under 12.02(3) Eligibility.

Building condition for buildings not identified for acquisition is provided by the City of Brockton and is an update of the building condition recorded in the Assessors' data. This information is indicated with black text.

The following classifications for buildings was adapted from condition analysis criteria established by the Massachusetts Department of Housing and Community Development (DHCD) for their Community Development Block Grant Program.

- Excellent: Requires little or no exterior work. Excellent condition and may be of any age or style. Demonstrate consistent, planned maintenance and repair, components appear to be code-compliant and energy efficient.

- Good: Shows some cosmetic deficiencies or other early signs of aging and wear.

- Fair: Shows clear signs of deterioration indicative of a property that has not been maintained for 5 to 10 years. Some building components may be nearing the end of their serviceable life. Small wood and metal trim pieces of buildings may be lifting away from primary surfaces.

- Poor: Appears not to have been maintained for at least 10 years and has components which are beyond the end of their useful life. Exterior trim is missing altogether. One or more major building systems may be in danger of failure.

The following classifications for parking lots were used in the analysis of property condition:

- Excellent: Recently re-paved.

- Good: Shows a few cracks but otherwise well-maintained.

- Fair: Shows major cracks, some potholes, some patches, and/or fraying edges.
- Poor: Shows major cracks, lots of potholes, major patches, significantly impaired edges.

The following classifications for vacant lots were used in the analysis of property condition:

- Excellent: Landscaped and maintained.
- Good: Contains some weeds or shrubs that needs trimming but generally maintained.
- Fair: Overgrown but easily cleaned up.
- Poor: Major overgrowth, significant trash and debris, trees down.

PARCEL DATA

The five columns on the right: Condition Analysis, Identified for Acquisition (Acq.), Estimated Number of Business Units, Estimated Number of Residential Units, and Observed Businesses were populated by the consultant team. All other fields were provided to the consultant team by the City from Assessors' data.

More information on FEMA flood zones can be found on Figure 25, page 43 of the Plan.

Parcel ID	Address	Primary Owner	Land Use Code	Description	Year Built/ Upgraded	Total Acres	Building Area (SF)
151-009	0 Court St	City of Brockton	936	Vacant Land		0.35	
151-010	0 Centre St	City of Brockton	936	Vacant Land		0.05	
151-030	189 Court St	Assc of Brockton Charities Inc	957	Office Warehouse	1910	0.13	5,730
162-081	130 Elliot St	Savino Joseph W Trustee	333	Auto Service	1940	1.70	3,920
163-001	0 Court St	Consolidated Rail Corp	441	Vacant Land		0.44	
163-002	132 Court St	Borgatti Raoul F Jr Tr	316	Office Warehouse	1957	1.39	17,584
163-003	0 Court St	Borgatti Raoul F Jr Tr	441	Parking Lot		0.61	
163-003R	0 Court St	Borgatti Raoul F Jr Tr	441	Parking Lot		0.33	
163-006	0 Freight St	Briscoe Baling Corp	400	Office Warehouse	1930	2.08	10,696
163-007	0 Freight St	Briscoe Baling Corp	441	Vacant Land, Scrap Yard		1.20	
163-009	35 Freight St	Briscoe Baling Corp	401	Warehouse	1976	0.26	4,800
163-010	27 Freight St	Kelly Michael J Trustee	401	Manufacturing	1976	0.42	6,636
163-011	170 Court St	Club National Franco American	353	Bar/Lounge	1983	0.69	3,600
163-012	180 Court St	Verizon New England Inc	430	Phone/Electric Equi*	1980	2.01	111,370
163-013	0 Court St	City of Brockton	936	Vacant Land		0.19	
163-014	0 Court St	City of Brockton	930	Vacant Land		0.23	
163-015	188 Court St	One Eighty Eight Court	316	Retail - Single Occ*	1930	0.18	2,832
163-016	0 Court St	Barnes Gwendolyn W	132	Vacant Land		0.14	
163-017	202 Court St	Barnes Gwendolyn W	104	Two Family	1925	0.16	1,950
163-018	10 Peckham St	Olitsky Benjamin J	104	Two Family	1925	0.53	1,386
163-020	22 Peckham St	Olitsky Benjamin J	101	Colonial Ne	1882	0.29	982

Parcel ID	Assessed Value	Assessor's Building Condition	Condition Analysis	Located in Flood Plain	Identified for Acq.	Estimated Number		Observed Businesses
						Bus. Units	Res. Units	
151-009	$12,300	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
151-010	$2,200	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
151-030	$132,400	D	Poor	AE Reg. Floodway	Yes	1	0	1
162-081	$390,200	C	Poor	AE Reg. Floodway	No	1	0	1
163-001	$15,300	Vacant Lot	Fair	No	Yes	0	0	0
163-002	$488,800	D	Good	No	Yes	1	0	1
163-003	$143,300	Vacant Lot	Good	No	Yes	0	0	0
163-003R	$11,600	Vacant Lot	Good	No	Yes	0	0	0
163-006	$378,700	C-, Unlisted	Good	No	Yes	1	0	1
163-007	$41,900	Vacant Lot	Good	AE Reg. Floodway	Yes	1	0	1
163-009	$198,900	C	Fair	No	Yes	1	0	1
163-010	$248,800	C	Fair	No	Yes	1	0	1
163-011	$287,100	D+	Good	No	Yes	1	0	1
163-012	$3,909,100	B-	Good	AE Reg. Floodway	No	1	0	1
163-013	$6,800	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
163-014	$2,800	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
163-015	$151,200	C-	Fair	AE Reg. Floodway	No	1	0	1
163-016	$1,800	Vacant Lot	N/A	AE Reg. Floodway	No	0	0	0
163-017	$253,100	C	Fair	AE Reg. Floodway	No	0	2	0
163-018	$341,900	C+	Fair	AE Reg. Floodway	No	0	2	0
163-020	$239,500	C+	Fair	AE Reg. Floodway	No	0	1	0

Parcel ID	Address	Primary Owner	Land Use Code	Description	Year Built/ Upgraded	Total Acres	Building Area (SF)
163-021	204 Court St	Haitian Assembly F God Brockton Inc	960	Office Building - L*	1975	2.03	15,790
163-032	238 Court St	Fiske Grenier Inc	355	Residential 1 Family, Funeral Home	1920	0.56	7,373
163-038	18 N Manchester St	Walker Caren	105	3 Fam Flat	1925	0.14	3,621
163-039	22 N Manchester St	Pires John	105	3 Fam Flat	1925	0.14	3,501
163-040	26 N Manchester St	Depina Joao B	105	3 Fam Flat	1925	0.14	3,564
163-041R	32 N Manchester St	Evans Daniel R Jr Trustee	400	Manufacturing	1930	0.97	12,246
163-042	0 N Manchester St	Evans Daniel R Jr Trustee	130	Vacant Land, Shed		0.14	
163-043	42 N Manchester St	Augustin Jaques	104	Two Family	1925	0.13	2,160
163-044	46 N Manchester St	Evans Daniel R Jr Trustee	390	Parking Lot		0.76	
163-044R	0 N Manchester St	City Of Brockton	390	Vacant Land		0.74	
163-192	165 Elliot Street	Teixeira Valerie	105	3 Fam Slope	1925	0.54	2,290
163-192R	0 Elliot St	Consolidated Rail Corp	105	Vacant Land		30.83	
163-193	135 Elliot St	Fenton Associates LLC	401	Office Warehouse	1971	2.62	19,893
163-206	0 Elliot St	City of Brockton	936	Vacant Land		0.21	
163-207	158 Elliot St	Desruisseaux Marie	101	F To B Splt	1962	0.16	984
163-214	11 Carter St	Watson Barbara Desilus	101	Ranch	1976	0.17	848
163-215	0 Carter St	City of Brockton	930	Vacant Land		0.53	
163-216	12 Carter St	Lantimo Gerty	101	F To B Splt	1964	0.15	1,130
163-223	3 Teele St	Diliddo Joseph	101	F To B Splt	1972	0.11	974

Parcel ID	Assessed Value	Assessor's Building Condition	Condition Analysis	Located in Flood Plain	Identified for Acq.	Estimated Number		Observed Businesses
						Bus. Units	Res. Units	
163-021	$661,800	C-	Good	AE Reg. Floodway	Yes	1	0	1
163-032	$603,000	B-	Good	No	No	1	0	1
163-038	$454,000	C	Fair	No	No	0	3	0
163-039	$481,000	C	Good	No	No	0	3	0
163-040	$453,900	C	Fair	No	No	0	3	0
163-041R	$486,200	C-	Good	AE: 1% Flood Plain	No	1	0	1
163-042	$77,300	Vacant Lot	N/A	No	No	0	0	1
163-043	$453,300	C+	Fair	No	No	0	2	0
163-044	$156,700	Vacant Lot	N/A	AE Reg. Floodway	No	0	0	1
163-044R	$25,900	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
163-192	$428,400	C+	Good	AE Reg. Floodway	Yes	0	3	0
163-192R	$3,645,900	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
163-193	$738,600	C-	Good	AE Reg. Floodway	Yes	1	0	1
163-206	$6,700	Vacant Lot	Fair	AE Reg. Floodway	Yes	0	0	0
163-207	$290,600	C	Good	AE Reg. Floodway	Yes	0	1	0
163-214	$253,400	C	Good	AE Reg. Floodway	Yes	0	1	0
163-215	$6,100	Vacant Lot	Fair	AE Reg. Floodway	Yes			
163-216	$303,000	C	Good	AE Reg. Floodway	Yes	0	1	0
163-223	$264,200	C	Good	AE Reg. Floodway	Yes	0	1	0

Parcel ID	Address	Primary Owner	Land Use Code	Description	Year Built/ Upgraded	Total Acres	Building Area (SF)
163-224	0 Teele St	City of Brockton	936	Vacant Land		4.19	
163-254	0 Court St	Verizon New England Inc	431	Paved Parking		0.89	
163-255	20 Putnam St	Parker Brian C Trustee	338	Auto Service	1967	0.36	4,480
163-256	0 Freight St	Fenton Associates LLC	390	Vacant Land		4.98	
163-263	0 N Manchester St	Evans Daniel R Jr Trustee	132	Vacant Land		0.13	
163-264	0 N Manchester St	Evans Daniel R Jr Trustee	132	Vacant Land		0.31	
163-273	0 Court St	Evans Daniel R Jr Trustee	130	Vacant Land		0.15	
163-600	146 Court St	Interstate Services Corp	102	Residential Condo	2006	0.99	587

Parcel ID	Assessed Value	Assessor's Building Condition	Condition Analysis	Located in Flood Plain	Identified for Acq.	Estimated Number		Observed Businesses
						Bus. Units	Res. Units	
163-224	$406,900	Vacant Lot	N/A	AE Reg. Floodway	No	0	0	0
163-254	$223,500	Vacant Lot	**Good**	AE Reg. Floodway	Yes	0	0	1
163-255	$252,100	C	**Good**	No	Yes	1	0	1
163-256	$377,000	Vacant Lot	**Fair**	AE Reg. Floodway	Yes	0	0	0
163-263	$4,600	Vacant Lot	N/A	No	No	0	0	0
163-264	$10,700	Vacant Lot	N/A	No	No	0	0	0
163-273	$77,900	Vacant Lot	N/A	No	No	0	0	0
163-600	$12,311,700	C+	Good	No	No	0	64	0

PHOTOS OF POTENTIAL ACQUISITIONS

The following pages contain images of parcels in the Downtown/Trout Brook Redevelopment Area that have been identified for acquisition. Refer to *Section 2. Characteristics* for a map showing the locations of these parcels.

Nearly all photos were taken by the planning team during site walks on August 1, 2019 and February 21, 2020. Photos with a single asterisk next to the location and parcel number were obtained through Google Maps aerial imagery; access to the site was not possible.

189 COURT STREET (PARCEL 151-030); POOR.

20 PUTNAM STREET (PARCEL 163-255), GOOD.

132 COURT STREET (PARCEL 163-002), GOOD.

0 FREIGHT STREET (PARCEL 163-006),GOOD.

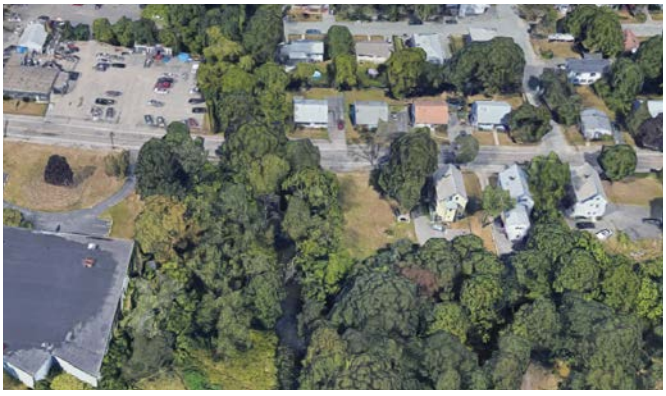
35 FREIGHT STREET (PARCEL 163-009), FAIR.

27 FREIGHT STREET (PARCEL 163-010), GOOD.

27 FREIGHT STREET (PARCEL 163-010), FAIR.

170 COURT STREET (PARCEL 163-011), GOOD.

204 COURT STREET (EASEMENT) (PARCEL 163-021), GOOD.



135 ELLIOT STREET, 165 ELLIOT STREET (EASEMENTS) (PARCEL 163-192, PARCEL 163-193)*, GOOD.

158 ELLIOT STREET (PARCEL 163-207), GOOD.

11 CARTER STREET (PARCEL 163-214), GOOD.

12 CARTER STREET (PARCEL 163-216), GOOD.

3 TEELE STREET (PARCEL 163-223), GOOD.

PHOTOS OF VACANT PARCELS

The following two pages contain images of select parcels within the Focus Area that do not have structures. Photos with a single asterisk next to the location and parcel number were obtained through Google Maps aerial imagery; access to the site was not possible.

0 COURT STREET (PARCEL 151-009, 151-010), FAIR.

0 COURT STREET (PARCEL 163-001), FAIR.

132 COURT STREET (PARCEL 163-003, 163-003R), GOOD.

0 FREIGHT STREET (PARCEL 163-007)*, GOOD.

0 COURT STREET (PARCEL 163-013, 163-014), FAIR.

0 N MANCHESTER STREET (PARCEL 163-044R)*, FAIR.

0 ELLIOT STREET, 0 FREIGHT STREET (PARCEL 163-192R, 163-256), FAIR.

0 ELLIOT STREET, 0 CARTER STREET (PARCEL 163-206, 163-215), FAIR.

0 COURT STREET (PARCEL 163-254), FAIR.

Downtown/Trout Brook Redevelopment Plan

APPENDIX B
MUNICIPAL APPROVALS

MUNICIPAL APPROVALS

This appendix contains the following documents:

• Vote of the Brockton City Council to approve the Plan for submission to the Department of Housing and Community Development (DHCD), at a meeting held on December 28, 2020.	3
• Opinion of Counsel for the BRA, dated December 10, 2020.	5
• Letter sent to Massachusetts Historical Commission on March 3, 2020.	9
• Minutes of meetings of the Finance Committee on September 8, November 16 and December 21, 2020 (provided in reverse order).	10
• Determination of conformance with the Brockton Master Plan by the Brockton Planning Board, at a meeting held on November 6, 2019.	25
• Minutes of the meeting of the Brockton Redevelopment Authority (BRA) to support the Plan and move it into the approval process, held on November 6, 2019.	29
• Minutes of the meeting of the Brockton Redevelopment Authority held on October 2, 2019.	31
• Minutes of meeting with the Citizens Advisory Committee on September 19, 2019	35

The Brockton Redevelopment Authority also sponsored two public meetings in 2020: September 28 and October 15. Links to the videos of the meeting are available here:

https://brocktonredevelopmentauthority.com/downtown-trout-brook-redevelopment-plan/

383

In City Council, July 27, 2020

City Council Order Adopting the Trout Brook Urban Revitalization Plan

Whereas, The 2016 Downtown Action Strategy identified the area around the former CSX rail yard as an area in need of further study and planning; and

Whereas, and the 2019 the City of Brockton, Department of Planning and Economic Development, with leadership by MassDevelopment, prepared the CSX Area Master Plan; and

Whereas, the CSX Area Master Plan called for the creation of an Urban Renewal District, to be prepared in accordance with MGL Chapter 121B and 760 CRM 12.00, as amended from time to time, to provide the authority to implement the CSX Area Master Plan; and

Whereas, the Brockton Redevelopment Authority and the Brockton Department of Planning and Economic Development have jointly prepared an Urban Renewal Plan, knows as the Downtown / Trout Brook Urban Revitalization Plan, to support goals and take the necessary action to implement the CSX Area Master Plan; and

Whereas, the Brockton Planning Board determined the Trout Brook Urban Revitalization Plan is based on a local survey and is consistent with the Brockton Comprehensive Plan, A Blueprint for Brockton, and approved said plan at its November 6, 2019 meeting; and

Whereas, the Brockton Redevelopment Authority approved the Trout Brook Revitalization Plan as an Urban Renewal Plan prepared in accordance with MGL Chapter 121B and 760 CMR1 12.00, as amended from time to time, at its November 6, 2019 meeting.

Now therefore be it ordered:

1. That the City Council of the City of Brockton finds that there is a clear need for an Urban Renewal Plan in order to achieve the approved objectives on the Brockton Comprehensive Plan, A Blueprint for Brockton.

2. That the Downtown / Trout Brook Urban Revitalization Plan, as described in Exhibit A hereto attached, prepared by Harriman and RKG Associates, dated June 2020 is an Urban Renewal Plan prepared in accordance with MGL Chapter 121B and 760 CMR 12.00.

3. That the City Council approves the boundaries of the Downtown / Trout Brook Urban Revitalization Plan as depicted in Exhibit A, Figure 7: 12.02(2)(a) Boundary of the Downtown / Trout Brook Redevelopment District.

4. That the area contained in the Downtown / Trout Brook Urban Revitalization District project boundaries is a blighted open area as defined by MGL Chapter 121B and as described in the Findings and Declaration of the Brockton Redevelopment Authority approved on November 6, 2019, and is in need of revitalization and redevelopment.

5. That the City Council approved the Downtown / Trout Brook Urban Revitalization Plan as prepared by Harriman and RKG Associates, dated June, 2020.

6. That the City Council requests the Mayor to submit the Urban Revitalization Plan, together with such other materials as require, to the Department of Housing and Community Development for final approval.

7. That the City Council requests the Mayor to submit an Environmental Notification Form to the Massachusetts Environmental Policy Act (MEPA) Office for a MEPA Certificate.

383

8. That upon final approval of the urban renewal plan, and during its duration, requests that the Brockton Redevelopment Authority report annually on the status of implementation of the urban renewal plan.

9. That the City Council authorizes the Mayor to approve minor, non-substantive language changes to the Urban Revitalization Plan if such changes area recommended by the Department of Housing and Community Development or MEPA office.

10. That this order shall take effect upon it's the final approval of the Urban Revitalization Plan by the Department of Housing and Community Development.

Councilor Jeffrey Thompson

IN CITY COUNCIL

July 27 2020

READ AND REFERRED TO STANDING COMMITTEE ON FINANCE

CLERK

In City Council December 28, 2020

Adopted by a roll call vote taken by "yeas" and "nays"; eleven members present with ten voting in the affirmative. Councilor Nicastro voted in the negative.

City Clerk

SENT TO MAYOR FOR APPROVAL

December 31 2020

APPROVED

MAYOR

In City Clerk's Office,

Pursuant to Sec. 55 of the City Charter, the above # 383 having been presented to the Mayor on December 31, 2020 for approval, and ten days having passed without it being returned by the Mayor, is in force.

BRENT WARREN LAW

Brent T. Warren, Esq.
brentwarren@brentwarrenlaw.com
Admitted in: MA

December 10, 2020

Brockton Redevelopment Authority
Attn: Robert Jenkins – Executive Director
50 School Street
Brockton, MA 02301

RE: Opinion of Counsel for CSX/Trout Brook Property Urban Renewal Project in Brockton, Massachusetts

Dear Mr. Jenkins:

It has been a pleasure to serve as counsel to the Brockton Redevelopment Authority ("B.R.A") and to be a part of the Urban Renewal Project that is developing in Brockton, Massachusetts. To date, I have had the opportunity to examine the proposed CSX/Trout Brook Urban Renewal Plan with its supporting research for the B.R.A.

As you know, the Urban Renewal Program is designed to renew, restore, and rehabilitate substandard, decadent, and blighted open areas of the City that cannot be adequately remedied through normal police powers or through strictly private enterprise. In such situations, an Urban Renewal Agency may be granted the power to create an Urban Renewal Plan to remedy such problems, and given the powers necessary or convenient to carry out and effectuate the purpose of the Plan. In order for an Urban Renewal Project to move forward, an Urban Renewal Agency must meet all the requirements of M.G.L. c. 121B § 48 and the regulations associated with this statute. Most notably, the Urban Renewal Agency must create a detailed Urban Renewal Plan, hold a public hearing relating to the Plan, and get the Plan approved by the municipal officers and the Department of Housing and Community Development before the Plan may be implemented.

I have examined the proposed Urban Renewal Plan submitted by the BRA and reviewed the other documents and procedures ancillary to the Plan. I have also had the opportunity to review the statutes and regulations of Massachusetts relating to Urban Renewal Plans. Based on my review, it is my opinion that, as of this date, the BRA has complied with all laws, and the Urban Renewal Plan is in compliance with all applicable governing regulations.

130 Liberty Street • Suite 10 • Brockton, Massachusetts 02301-7500
Telephone: (508) 587-0533 • Fax: (508) 256-1078 • www.brentwarrenlaw.com

For this opinion, I have assumed, without independent verification, that all required signatures are authentic; all plans and other documents were done by licensed professionals where required; all permits, licenses, or other land use requirements were met or can be met; that all notices were published in accordance with applicable laws; and that all meetings took place at the scheduled date and time. This opinion does not consider and I render no opinion with respect to matters not specifically referred to herein. Throughout my review and research, I have made the following specific findings and can render the following opinions:

1. The BRA is a public body corporate and politic contracted by the City of Brockton. As a Redevelopment Authority, the BRA is an Urban Renewal Agency pursuant to M.G.L. c. 121B §§ 1, 9 and the appropriate entity of Brockton to be in charge of the proposed Urban Renewal Plan.

2. The BRA, with the aid of Harriman and RKG Associates, has comprised a full and detailed Urban Renewal Plan (hereinafter referred to as the "Plan") for an area of approximately 66.1 acre located in the northeasterly section of the downtown of Brockton, Massachusetts, consisting of 48 parcels of land. The proposed Plan is comprehensive and, in my opinion, meets all the requirements of M.G.L. c. 121B et seq.

3. The BRA provided public notice of a hearing to discuss and take comment on the Plan. The Plan was made available to the Public for review in anticipation of this meeting. The public meeting took place on October 30, 2019 at 60 School Street in Brockton, MA.

4. The Plan includes maps that clearly delineate the boundaries of the Urban Renewal Area (hereinafter referred to as the "Area") and the streets that will be within the Renewal Area. The Plan's maps, collectively, also include the immediately surrounding areas.

5. The Plan also fully describes the Area including, but not limited to, the boundaries of the Area, existing uses, proposed uses, zoning, and the condition of existing buildings. There is a detailed description of what work will be completed under the Proposed Plan including, but not limited to, proposed uses, proposed zoning, buildings proposed to be acquired, and proposed demolition and/or rehabilitation. In all respects, this detailed Plan appears to be in compliance with 760 CMR 12.02(1).

6. Within the Plan, it is explained that there is a significant amount of blight, decline in property values, vacant properties, and conditions affecting the health, safety, morals, and welfare of the residents and business owners in the Area. Based on representations in the Plan and the Finding and Declaration of Necessity and Purpose of the BRA, it is my opinion that the Area is eligible for the Urban Renewal Project pursuant to M.G.L. c. 121B § 1 and § 45.

7. The Plan sets out the objectives of the Urban Renewal Project and specifies each phase of the proposed redevelopment. The Plan details the proposed construction for each phase and what properties will have to be acquired to meet these objectives. Furthermore, the Plan discusses job retention, displacement and creation, as well as future planning efforts.

8. A detailed Financial Plan is included within the Plan including projected costs and revenues, funding sources, and an overall project budget.

9. The Plan includes a discussion regarding the environmental, topographic, subsoil, and flooding conditions of the Area and the preparation that has occurred and will continue once the Plan is approved and begins to move forward.

10. Within the Plan, the BRA describes many public improvements that are proposed by the Plan.

11. The Plan details how many privately owned parcels will need to be acquired to implement the Plan, and commits to preparing a detailed relocation strategy for any property involved in acquisition for public development.

12. There was extensive public participation in the designing of the Plan. The involvement of the public consisted of public meetings, focus groups, walking tours, and individual meetings. The BRA took the initiative to ensure a vast amount of public participation by creating and appointing a Master Plan Committee. This committee was involved in meetings, reviewed initial drafts of the Plan, and assisted in revisions of the Plan.

Based on the detailed Plan I have reviewed, documents submitted to me by the BRA, and review of the laws and regulations, I again state that it is my opinion that as of this date, the BRA is in compliance with all applicable laws and regulations. Assuming all the statistics you have provided me are correct and all scheduled meetings have been held, it appears that the BRA has selected a proper area to rehabilitate, has provided all proper legal notices, and held the required public meeting. As you know, there are additional steps that need to be taken to complete the process. Most notably, the City of Brockton is still in the process of approving the proposed Plan. Upon this approval, the entire Plan will have to be approved by the Department of Housing and Community Development.

Moreover, it is my opinion that the proposed Plan is detailed and in compliance with 760 CMR 12.00 et seq. The Plan appears to be comprehensive and contains all sections required by 760 CMR 12.02. Once gaining approval of the Plan from the City of Brockton, said proof of approval will need to become part of the Plan.

This opinion is furnished to the Brockton Redevelopment Authority. It may be relied on only for the purpose of the Urban Renewal Project referred to above taking place in Brockton, Massachusetts. The BRA may share and circulate this opinion with the City of Brockton and its municipal officers, the Department of Housing and Community Development, and any other agency necessary for the approval of the Plan. Any other individual, business entity, agency, or any other like entity should not rely on the opinions contained herein.

If there are any questions surrounding this opinion or any further details are required, please do not hesitate to contact me directly.

Very Truly Yours,

Brent T. Warren, Esq.

CITY OF BROCKTON

DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT

Planning Board Historical Commission Conservation Commission

Robert F. Sullivan
Mayor

Robert May, CEcD
Director

March 3, 2020

Massachusetts Historical Commission
Technical Services Division
220 Morrissey Boulevard
Boston, Massachusetts 02125

RE: Downtown Trout Brook Urban Renewal Plan

To whom it may concern:

Enclosed please find a copy of the Downtown Trout Brook Urban Renewal Plan for your review prior to its submission to the Brockton City Council.

Should you have any questions or comments, please contact me at your earliest convenience.

Sincerely,

Rob May
Director of Planning and Economic Development

45 School Street, Brockton, Massachusetts 02301 • 508-580-7113 • planning@cobma.us

FINANCE COMMITTEE MINUTES

The Standing Committee on Finance met on ***Monday, December 21st, 2020 at 7:00 PM, Via Zoom,*** with Councilor Asack presiding, 10 members present, Councilor Cardoso absent, to consider the following:

* Councilor Cruise makes a motion to take items 2-8 collectively and out of order, 2nd by Councilor Lally. No objections.

2. Appointment of Retired Sergeant Michael V. Damiano as a Special Police Officer.
   Invited: Mayor Robert Sullivan
   Michael V. Damiano

3. Reappointment of Robert Graham of 6 Alphonse Rd. Brockton, MA to the Council on Aging Board of Directors for a three-year term ending December 2023.
   Invited: Mayor Robert Sullivan
   Robert Graham

4. Reappointment of Irene R. Clague of 179 Bellevue Avenue Brockton, MA to the Council on Aging Board of Directors for a three-year term ending December 2023.
   Invited: Mayor Robert Sullivan
   Irene R. Clague

5. Reappointment of Daniel S. Clague of 179 Bellevue Avenue Brockton, MA to the Council on Aging Board of Directors for a three-year term ending December 2023.
   Invited: Mayor Robert Sullivan
   Daniel S. Clague

6. Reappointment of Clayton A. Reichenberg Jr. of 115 Darren Drive Brockton, MA to the Council on Aging Board of Directors for a three-year term ending December 2023.
   Invited: Mayor Robert Sullivan
   Clayton A. Reichenberg Jr.

7. Reappointment of Joan Madden of 96-A Earle St. Brockton, MA to the Council on Aging Board of Directors for a three-year term ending December 2023.
   Invited: Mayor Robert Sullivan
   Joan Madden

8. Reappointment of Carol DeLorey of 19 North Bassett Road. Brockton, MA to the Council on Aging Board of Directors for a three-year term ending December 2023.
   Invited: Mayor Robert Sullivan
   Carol DeLorey

   Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Monahan. Motion carried by a roll call vote, 10 in the affirmative.

Public Hearing- Item # 1

1. Ordered: That the City Council of the City of Brockton finds that there is a clear need for an Urban Renewal Plan. In order to achieve the approved objectives on the Brockton Comprehensive Plan, A Blueprint for Brockton., that the Downtown / Trout Brook Urban Revitalization Plan, as described in Exhibit A, prepared by Harriman and RKG Associates, dated June 2020 is an Urban Renewal Plan prepared in accordance with MGL Chapter 121B and 760 CMR 12.00, that the City Council approves the boundaries of the Downtown / Trout Brook Urban Revitalization Plan. Plan located in City Clerk's Office for review.
   Invited: Mayor Robert Sullivan
   Robert May, Director of Planning and Economic Development
   Robert Jenkins, Executive Director of Brockton Redevelopment Authority

*Robert Jenkins speaks of the updated appendix that was sent to the Councilors.
* Councilor Thompson inquires about a $7 million increase in assessed value.
* Robert Jenkins sates it is an accumulation of all the property values going up.
*Public hearing- no one speaks in favor.
*Public hearing- Peter Bessette of 21 Bell Drive, Whitman, MA speaks on behalf of the Club National in opposition. Would like to know where they would go?

Having considered the same, motion by Councilor Thompson to report FAVORABLE, 2nd by Councilor Lally. Motion carried by a roll call vote, 9 in the affirmative.

9. Ordered: Transfer of $1,500
   From: Veteran's Services-Humanistic Supplies and Costs
   To: Veteran's Services-Departmental Equipment Rent/Lease.
   Invited: Mayor Robert Sullivan
   Troy Clarkson, Chief Financial Officer
   David Farrell, Director of Veteran's Services

Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Monahan. Motion carried by a roll call vote, 10 in the affirmative.

10. Ordered: Appropriation of $136,000
    From: Executive Office of Administration and Finance (EOAF)-Community Compact grant
    To: Mayor's Office-Community Compact Grant fund.
    No match is required.
    Invited: Mayor Robert Sullivan
    Troy Clarkson, Chief Financial Officer

* Mayor Sullivan states he is excited about this. Thanks Lieutenant Governor Karyn Polito, a collaboration with Kerry Richards, Danielle Littmann, Bill Santos, Jim Plouffe and Troy Clarkson to be able to modernize an online permitting process, no need to come to city hall.

* Troy Clarkson states that there may be additional costs related to this purchase of permitting software.

Having considered the same, motion by Councilor Monahan to report FAVORABLE, 2nd by Councilor Farwell. Motion carried by a roll call vote, 10 in the affirmative.

* Councilor Cruise makes a motion to take items 11 & 12 collectively. Motion carried by a roll call vote, 10 in the affirmative.

11. Ordered: That the City of Brockton appropriate the amount of Ninety-Eight Million Dollars ($98,000,000) for the purpose of paying costs of designing, constructing and equipping a public safety complex to house the Police, Fire, and Information Technology departments, as well as the Brockton Emergency Management Agency, including the payment of costs of designing and improving roadways and utilities in the vicinity of the public safety complex, making improvements to enhance traffic flow, and for the payment of all costs incidental or related thereto. To meet this appropriation, the City Treasurer, with the approval of the Mayor, is authorized to borrow said amount under G.L.c.44, ss7(1), or pursuant to any other enabling authority, and to issue bonds or notes of the City therefor. Any premium received upon the sale of any bonds or notes approved by this vote, less any such premium applied to the payment of the costs of issuance of such bonds or notes, may be applied to the payment of costs approved by this vote in accordance with G.L. c.44, ss20, thereby reducing the amount authorized to be borrowed to pay such costs by a like amount. Further Ordered: That the City Treasurer is authorized to file an application with The Commonwealth of Massachusetts' Municipal Finance Oversight Board to qualify under G.L. c. 44A any and all bonds or notes of the City authorized by this vote, and to provide such information and execute such documents as the Municipal Finance Oversight Board of The Commonwealth of Massachusetts may require.
    Invited: Mayor Robert Sullivan
    Troy Clarkson, Chief Financial Officer

12. Resolve: That the Mayor, Chief Financial Officer, and such other individuals as the Mayor may determine to be appropriate, be invited to a Finance Committee meeting on December 21, 2020, to provide information to the City Council on the status of the public safety facilities project.
    Invited: Mayor Robert Sullivan
    Troy Clarkson, Chief Financial Officer
    Emanuel Gomes, Chief of Police
    Michael Williams, Chief of Fire
    Robert May, Director of Planning and Economic Development
    Stephan Hooke, Director of Brockton Emergency Management Agency
    William Santos, Director of Information Technology
    Sean Schmigle, KBA Architects
    Richard Marks, CHA
    Joseph Sullivan, CHA

*Council President Asack states Todd Costa from KBA is also on the call tonight.

* Mayor Sullivan states this is the authorization that hopefully the City Council will allow to bond the new public safety building. Will include Police and Fire, but will also include BEMA and IT. The $98 Million is the max, the goal is to go under that amount.
* Troy Clarkson states the payments for this project will be within the operating budget and we will not seek a debt exclusion for this project. All of the payments will be out of our annually budgeted funds and will not be at the expense of other programmatic needs and other departments.
*Councilor Cruise asks- $98 Million bonded over how many years?
* Troy Clarkson states that this is being worked on now, but because of the sheer size of the borrowing we will go out 30 years.
* Councilor Thompson -what fiscal year does this come on to the books to begin payback for?
* Troy Clarkson states generally payments begin the year after you borrow. The exact funding strategy will be determined at the time that we need to access the cash; it will be based on market conditions and interest rates. We will keep you informed as the process proceeds. What is before you is the authorization to borrow up the $98 Million.
* Councilor Rodrigues states that the public has to have a say about a building that they are going to be using, the community has been left out of the conversation of how to design this facility to serve the folks in this community.
* Mayor Sullivan states no one is being prohibited from participating. We have been meeting week after week, we welcome input from all aspects of our community; we are all in this together. I hear you, I agree with you and support it. We have not shunned anybody we've just been taking steps in terms of Police, Fire and IT. We only get one shot at this and it is a lot of money.
* Richard Marks speaks regarding the project/feasibility study. States they have been working with 4 departments not about design more so about how the departments will fit in the space and make it as efficient as possible. Costs, site plans and overall sense of what the building will look like.
* Sean Schmigle and Todd Costa present a slide show of a brief summary of the Brockton Public Safety Facility.
* Councilor Farwell states how much thought and analysis has gone into this, nothing but praise for everyone on this project.
* Councilor Thompson is it anticipated that we change the one way on Warren Ave?
* Sean Schmigle states yes, this has been reviewed and discussed.
* Rob May states that the Mayor and the management team are looking at multiple locations. It will be the Mayor that will inform of the actual location. Wherever located there will need to be some traffic and utility improvements to serve this new building.
* Mayor Sullivan states that he supports the Warren Ave location, but need to work with the Solicitor and the Assessors office.
* Councilor Thompson asks Rob if we go with the Warren Ave location is this zoned for this type of use?
* We would need a zoning variance to construct in that district; it is R1C, residential.
* Councilor Cruise asks if the cost of the traffic improvements are included in this or separate?

* Troy Clarkson states that the contingency that we have in there, part of it is to provide accommodations from making some of those improvements to the traffic and the infrastructure. We do anticipate that any infrastructure improvements that need to be made will be in that $98 Million budget; there will not be additional funds requested or required to accomplish that. The only difference would be that it is possible that at the same time or around the same time this is being constructed there may be some water/ sewer infrastructure work that will be funded through a different appropriation.

Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Monahan. Motion carried by a roll call vote, 10 in the affirmative.

13. Ordered: That the City Council hereby declare the City owned parcel at West Elm Street, Brockton, MA (known as Keith Field), Assessor Map 58, Route 71-1, Plot 56, being the same premises shown on "Plan of Land in Brockton, June 12, 1920, Hayward & Hayward, Surveyors, 28 Main Street, Brockton, filed with Plymouth County Land Court Records, as surplus and available for disposition.

* Councilor Cruise states this is his mistake, he made a motion to postpone two weeks when this was back at Council and instead I must have made a motion to send it to finance.
* Councilor Nicastro states she is surprised no one is hear to speak on this so that we know where the city's negotiations are at on this.
* Council President Asack states that the reason we didn't have any invited guests for this is because it was accidently referred to Finance and it was heard already in Real Estate and has been before us in City Council.
* Councilor Eaniri states he spoke to a School Committee member and they will be providing a synopsis to the Clerk's office for the record and will be here before Monday night's Council meeting.

Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Lally. Motion carried by a roll call vote, 10 in the affirmative.

14. Resolve: To invite Ms. Joanne Zygmunt of Brockton, as she serves as Chair of the Central Plymouth County Water District Commission, to come before a committee of this Council to discuss current work and projects of the Commission, including without limitation, a proposed water monitoring program for Silver Lake.
    Invited: Mayor Robert Sullivan
    Joanne Zygmunt

* Councilor Nicastro speaks regarding Joanne Zygmunt who serves as the Chair of the Central Plymouth County Water District Commission.
* Joanne Zygmunt gives an overview on the Central Plymouth County Water District Commission.

Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Nicastro. Motion carried by a roll call vote, 10 in the affirmative.

FINANCE COMMITTEE MINUTES

The Standing Committee on Finance met on ***Monday, November 16th, 2020 at 7:00 PM*** in the ***Council Chambers, Brockton City Hall, 45 School Street,*** with Councilor Asack presiding and Councilor Monahan absent with 10 members present, to consider the following:

Public Hearing- Item # 1

1. Ordered: That the City Council of the City of Brockton finds that there is a clear need for an Urban Renewal Plan. In order to achieve the approved objectives on the Brockton Comprehensive Plan, A Blueprint for Brockton., that the Downtown / Trout Brook Urban Revitalization Plan, as described in Exhibit A, prepared by Harriman and RKG Associates, dated June 2020 is an Urban Renewal Plan prepared in accordance with MGL Chapter 121B and 760 CMR 12.00, that the City Council approves the boundaries of the Downtown / Trout Brook Urban Revitalization Plan. Plan located in City Clerk's Office for review.
   Invited: Mayor Robert Sullivan
   Robert May, Director of Planning and Economic Development
   Robert Jenkins, Executive Director of Brockton Redevelopment Authority

*Mayor Sullivan states this is forecasting in the future, could be 5,10,15, 20 years down the line. Multitasking projects, future and present.
*Robert Jenkins states 20-year plan for the city to develop a new neighborhood outside of downtown area.
*Rob May states at the heart of this plan is a 30-acre site, CSX which is abandoned and has been source of illegal activities for several years.
*Councilor Cruise asks if this passes, does this commit us financially or is it just sending a plan to DHC to look at.
*Rob May states no. It is not committing the city of Brockton to spend any money.
*Councilor Thompson asks where are we in the plan?
*Robert Jenkins states at the end of the plan. Need to update the assessors information.
*Councilor Thompson asks Mr. Jenkins if he believes that moving forward with this process will or would be a detriment to any current or short-term future development opportunities here in Brockton?
*Mr. Jenkins states no. It is a matter of priority. This is not a priority for the BRA or the city. This is a plan, if a developer is interested at least we have a plan.
*Councilor Thompson asks if the city of Brockton would assume any liability in regards to the contamination or otherwise if Trout Brook is designated an urban renewal district?
*Mr. Jenkins states no it will not.
*Councilor Farwell states the urgent need in the city is economic relief to people, jobs. A lot of what we do is 15-20 years out. We need to focus on true economic development and bringing new business to the city.
*Councilor Nicastro would like to approve the final product before it goes to the state.
*Brockton resident, Dennis Hursey speaks at the hearing. Mr. Hursey states that people in the city are hurting, we need jobs. Not a lot of economic growth in the past 5 years. We need to get jobs for these people now.

*Councilor Lally asks Mr. May to speak of the positive economic impacts we have had in the city in the past couple of years.
*Mr. May states one of the largest is Peterbilt facility on West Chestnut Street. Also, a new firm on Union Street is expanding their tool and die making precision equipment for the military. Alves garage a facility on North Montello Street, a high-end car repair and storage facility.
*Mayor Sullivan states that a new business opened, Lady C&J now at the BAT Bus terminal.
*Councilor Cardoso states we should focus on the businesses we have now. Applications for funds to help businesses are difficult for some.
*Brockton resident, Elisangela Teixeira speaks at the hearing. States she works for DHCD, emergency shelter housing program. Speaks of people who are being evicted due to not being able to afford their rents or mortgages. Speaks of people who need training to get jobs. Rent is too expensive. Asks what jobs are we bringing to Brockton that will fit the people who live here?
*Brockton resident, Jimmy Valentin speaks at the hearing. Speaks about how Brockton needs jobs.
*Councilor Thompson would like to make a motion to postpone this order. Assessment data needs to be updated.
*Councilor Cruise states the motion would be to keep the hearing open.

Having considered the same, motion by Councilor Thompson to report to KEEP HEARING OPEN until the December 21st Finance Committee Meeting, 2nd by Councilor Lally. Motion carried by a hand vote.

2. Ordered: The City Council reviews an exemption from the residency requirement in accordance with the Revised Ordinances of the City of Brockton Article III Section 2-110, City of Brockton Ordinance Waiver of Residency in reference to James Plouffe of the Building Department
   Invited: Mayor Robert Sullivan
   James Plouffe, Interim Building Superintendent

   *Mayor Sullivan states that Mr. Plouffe has worked for the city for almost 20 years; 17 years of it he lived in Brockton. Mr. Plouffe has really helped the city by disinfecting, installing plexi glass in the Council Chambers, air purifiers, getting the security desk at City Hall, helping with the space study and helped get trailers at the Shaw's Center to hold COVID-19 testing. Really comfortable putting this before you tonight.
   *Councilor Farwell speaks of the dynamics of this position. Speaks of the extensive exams you need to pass for this license. It is difficult to find a person like Mr. Plouffe who knows the city and all the principal people in the departments, knows the buildings in the city, knows 780 CMRand local ordinances.
   *Councilor Nicastro states that it is a pleasure working with Mr. Plouffe.
   *Councilor Rodrigues states he is impresses with Mr. Plouffe and is in favor of this.
   *Councilor Cardoso asks Mr. Plouffe what his plans are on making the Building Department more welcoming and seeing that the staff is patient with people. Especially with people that don't speak the language.

*Mr. Plouffe states he has been working on getting the department computerized. Want to streamline the permit process. Currently the application is only in English. With the new system we are looking into having multiple languages through google translate. We do have an employee who is Cape Verdean descent who is very helpful with customers.
*Councilor Eaniri states he is in favor of Mr. Plouffe.
*Councilor Cruise states this is one of the most difficult positions in the city to fill.

Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Lally. Motion carried by a hand vote.

3. Appointment of James Plouffe of 3 Carriage House Drive Lakeville, MA 02347 to the position of Building Superintendent of the Public Property Department for the City of Brockton for a three-year term ending November 2023.
Invited: Mayor Robert Sullivan
James Plouffe, Interim Building Superintendent

*Councilor Cruise states he would like to work with Mr. Plouffe on streamlining the process.
*Mayor Sullivan states there is a weekly meeting on permitting and would welcome Councilor Cruise's input.

Having considered the same, motion by Councilor Eaniri to report FAVORABLE, 2nd by Councilor Lally. Motion carried by a hand vote.

4. Ordered: Acceptance and expenditure of the donation in the amount of $1,000.00
From: C. Carney Environmental
To: Police Department
No match required
Invited: Mayor Robert Sullivan
Troy Clarkson, Chief Financial Officer
Emanuel Gomes, Chief of Police

Having considered the same, motion by Councilor Farwell to report FAVORABLE, 2nd by Councilor Cruise. Motion carried by a hand vote.

5. Ordered: Acceptance and expenditure of the grant award in the amount of $13,265
From: U.S. Department of Justice- FY2020 Patrick Leahy Bulletproof Vest Partnership grant
To: Police Department-FY2020 Patrick Leahy Bulletproof Vest Partnership Grant fund
Invited: Mayor Robert Sullivan
Troy Clarkson, Chief Financial Officer
Emanuel Gomes, Chief of Police

*Chief Nicastro asks Chief Gomes to explain this grant.

*Chief Gomes states reoccurring federal grant to provide body armor for people in law enforcement. It is a reimbursement grant, we put the money up first and then get a reward on that grant. Vests have a 5-year shelf life.

Having considered the same, motion by Councilor Lally to report FAVORABLE, 2nd by Councilor Rodrigues. Motion carried by a hand vote.

6. Ordered: Acceptance and expenditure of the grant award in the amount of $25,600
From: Massachusetts Emergency Management Agency (MEMA)-FY20 Emergency Management Preparedness Grant
To: City of Brockton Emergency Management-FY20 Emergency Management Preparedness Grant fund.
Invited: Mayor Robert Sullivan
Troy Clarkson, Chief Financial Officer
Stephan Hooke, Director of Brockton Emergency Management Agency

*Mr. Hooke states this is a yearly grant to buy equipment with.

Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Lally. Motion carried by a hand vote.

7. Resolve: To invite Mr. John O'Donnell, as he is the Chairperson of the Brockton Board of Assessors, and any other persons he wishes to accompany him, to come before a committee of this Council to discuss the results of the recent comprehensive reassessment of all classes of property in the City of Brockton, the resulting proposed 2021 property valuations, and information related to the valuations and tax rate.
Invited: John O'Donnell, Chairperson, Brockton Board of Assessors

*Council President Asack states that Mr. O'Donnell is not able to come as he is not feeling well.
*Councilor Nicastro states she is disappointed that Mr. O'Donnell is not here; hopes he is feeling better. Disappointed he did not send anyone in his place. Would have liked that this information gets out in advance before the tax rate hearing.
*Council President Asack states that Mr. O'Donnell did state that he will provide information in advance of the meeting and will request that he post information publicly for the residents.
*Councilor Cardoso states she is also disappointed that someone did not come in place of Mr. O'Donnell. She has about 26 questions from residents that are very important. She stated she will email him the questions.
*Councilor Rodrigues suggested to vote against this Resolve to send a message that they were not too thrilled.

Having considered the same, motion by Councilor Rodrigues to report UNFAVORABLE, 2nd by Councilor Cruise. Motion carried by a hand vote.

8. Resolve: To invite Rob May, Director of Planning, and the Chairperson of the Zoning and Planning boards to discuss means to inform the public as to the lack of availability of adult use retail marijuana in the City of Brockton.
   Invited: Megan Bridges, City Solicitor
   Rob May, Director of Planning and Economic Development
   James Plouffe, Interim Building Superintendent/ Clerk to ZBA
   Anthony Zeoli, City Clerk
   Robert Pelaggi, Chairperson, Planning Board
   Kenneth Galligan, Chairperson, Zoning Board

   *Councilor Rodrigues speaks about the lack of respect to this body. We sent out invites to these people. There is a serious issue with the process of licensing marijuana retail dispensaries in the city.
   *Councilor Farwell has a point of order. We all received a letter threating legal action. This should not be discussed in public. This should be done in an executive session.
   *Mrs. Bridges states she is limited in what she can offer, there are threats of litigation. At my request is the reason the other individuals are not here.

   Having considered the same, motion by Councilor Cruise to report FAVORABLE, 2nd by Councilor Lally. Motion carried by a hand vote.

   *Meeting adjourned at 9:30 PM

FINANCE COMMITTEE MINUTES

The Standing Committee on Finance met on ***Tuesday, September 8th, 2020 at 7:00 PM*** in the ***Council Chambers, Brockton City Hall, 45 School Street,*** to consider the following with President Asack presiding, 9 Councilors present with Councilor Monahan and Councilor Cruise absent.

*Council President Asack asks for a moment of silence in honor of Sgt. Elder Fernandez. Also stated that Councilor Cruise and Councilor Monahan will not be in attendance tonight.

Public Hearing

1. Ordered: That the common necessity and convenience of the inhabitants of the City of Brockton require the laying out and acceptance of Endicott Street, extending from Court Street, northerly, to Leahy Road, a distance of about 598 feet, more or less, and for that purpose it is necessary to take an easement for Highway Purposes and lay out as a public street or way of said City of Brockton.
   Invited: Lawrence Rowley, Commissioner of D.P.W.

2. Ordered: That the common necessity and convenience of the inhabitants of the City of Brockton require the laying out and acceptance of Royal Road, extending from Endicott Street, to east of Alibi Road, a distance of about 2,533 feet, more or less, and for that purpose it is necessary to take an easement for Highway Purposes and lay out as a public street or way of said City of Brockton.
   Invited: Lawrence Rowley, Commissioner of D.P.W.

   *Motion made by Councilor Lally to take Items 1&2 collectively. Motion carried by a hand vote.

   Having considered the same, motion by Councilor Lally to report FAVORABLE, 2nd by Councilor Rodrigues. Motion carried by a hand vote.

3. Ordered: Transfer of $808,250
   From: DPW – Sewer Division – Sewer Connection Fee for $250,000 and DPW – Water Division – Water Connection Fee for $558,250
   To: DPW – Sewer Division – Capital Projects for $250,000 and DPW – Water Division – Capital Projects for $558,250.
   Invited: Honorable Mayor Robert Sullivan
   Troy Clarkson, Chief Financial Officer
   Lawrence Rowley, Commissioner of D.P.W.

   *Commissioner Rowley states this money is to be used to rebuild the culvert on West Elm Street, an easement that runs through Manning Towers on West Elm Street.
   *Councilor Thompson asks if the $808,250 will cover the total cost of the repair? Commissioner Rowley states yes.
   *Councilor Eaniri asks if this is the work that is being done now on West Elm Street. Commissioner Rowley states there are two different projects being worked on right now. Right now, they are working on the street project, taking the sewer main out of the culvert where the truck went into the hole. The street will be another two weeks and then

go into the parking lot. Once in the parking lot the traffic will flow on West Chestnut with a few minor detours a bit in the gutter line but traffic will be flowing.
*Councilor Nicastro asks what are the water connection fees? Commissioner Rowley states that is the premium assessment of $1,500.00 for a 1-inch service. Councilor Nicastro asks what is the balance of the water connect fee account? Troy Clarkson stated net of the two transfers if favorable there will be a balance of $246,524 in the sewer account and $526,196 in the water account. Councilor Nicastro asks what is the Capital Projects fund? Troy explains that it is an accounting tool and by putting the money in a Capital fund, should the project not be complete by June 30th, it allows the money to stay in the fund and not go to free cash.

Having considered the same, motion by Councilor Lally to report FAVORABLE, 2nd by Councilor Eaniri. Motion carried by a hand vote.

4. Ordered: Transfer of $32,000
   From: Metropolitan Area Planning Council
   To: City of Brockton – Emergency Management Area Planning Council
   Invited: Honorable Mayor Robert Sullivan
   Troy Clarkson, Chief Financial Officer
   Stephan Hooke, Director, Brockton Emergency Management Agency

   *Troy Clarkson states he brings greetings from the Mayor as he is Chairing the School Committee Meeting tonight. Grant from the Metropolitan Area Council to enhance cooling activities throughout the city.
   *Troy Clarkson stated that as the orders came out of the Clerk's office that several of these grant acceptances were listed on the agenda as transfers. We provided language suggesting making an amendment this evening so the language would reflect that it is a grant.

   *Councilor Lally makes a motion to amend the order to state: That the following named sum be and the same is hereby acceptance & expenditure of the grant award in the amount of $32,000; 2nd by Councilor Thompson. Motion carried by a hand vote.

   Having considered the same, motion to report FAVORABLE as amended back to the City Council. Motion carried by a hand vote.

5. Ordered: Transfer of $6,000
   From: Old Colony Elder Services
   To: Brockton Council on Aging
   Invited: Honorable Mayor Robert Sullivan
   Troy Clarkson, Chief Financial Officer
   Janice Fitzgerald, Director, Council on Aging

   * Janice Fitzgerald states this is a grant coming from Old Colony Elder Services funds from the CARES ACT. To be used for services to help older adults to promote healthy community living, help with senior center costs and there is no match.

Councilor Rodrigues makes a motion to amend the order to state: the following named sum be and the same is hereby acceptance & expenditure of the grant award in the amount of $6,000; 2nd by Councilor Eaniri. Motion carried by a hand vote.

Having considered the same, motion to report FAVORABLE as amended back to the City Council. Motion carried by a hand vote.

6. Ordered: Transfer of $269,712.04
From: Executive Office of Public Safety and Security/State 911-FY20 State 911 Training grant
To: Brockton Police Department – FY20 State 911 Training Grant fund
Invited: Honorable Mayor Robert Sullivan
Troy Clarkson, Chief Financial Officer
Emanuel Gomes, Chief of Police

Councilor Farwell makes a motion to amend the order to state: That the following named sum be and the same is hereby acceptance & expenditure of the grant award in the amount of $269,712.04; 2nd by Councilor Eaniri. Motion carried by a hand vote.

Having considered the same, motion to report FAVORABLE as amended back to the City Council. Motion carried by a hand vote.

7. Ordered: Transfer of $5,000
From: Executive Office of Public Safety and Security (EOPSS)/ Office of Grants and Research/ Highway Safety Division-FFY2020 Traffic Enforcement Grant Program Summer Impaired Driving grant
To: Brockton Police Department-FFY2020 Traffic Enforcement Grant Program Summer Impaired Driving Grant fund.
Invited: Honorable Mayor Robert Sullivan
Troy Clarkson, Chief Financial Officer
Emanuel Gomes, Chief of Police
Captain John Hallisey, Traffic Commission

* Councilor Rodrigues asks if these funds have already been used as the summer is almost over. Michelle St. James (BPD Grant Coordinator) states this is additional funds that were granted in January.

Councilor Farwell makes a motion to amend the order to state: That the following named sum be and the same is hereby acceptance & expenditure of the grant award in the amount of $5,000; 2nd by Councilor Eaniri. Motion carried by a hand vote.

Having considered the same, motion to report FAVORABLE as amended back to the City Council. Motion carried by a hand vote.

8. Ordered: Total transfer of $164,376.18
   From: Executive Office of Health and Human Services- FY21 Safe & Successful Youth Initiative Grant to Police Department –
   To: Brockton Police Department- FY21 Safe & Successful Youth Initiative Grant fund.
   Invited: Honorable Mayor Robert Sullivan
   Troy Clarkson, Chief Financial Officer
   Emanuel Gomes, Chief of Police

   Councilor Farwell makes a motion to amend the order to state: That the following named sum be and the same is hereby acceptance & expenditure of the grant award in the amount of $164,376.18; 2nd by Councilor Eaniri. Motion carried by a hand vote.

   Having considered the same, motion to report FAVORABLE as amended back to the City Council. Motion carried by a hand vote.

9. Ordered: Transfer of $600,000
   From: Federal Emergency Agency (FEMA) – FY2019 Assistance to Firefighters grant for $545,454.55
   To: Fire Department – FY2019 Assistance to Firefighters Grant fund.
   The required ten percent ($54,545.45) match to be appropriated
   From: Fire Department – Ambulance Receipts
   To: Fire Department – Capital Projects.
   Invited: Honorable Mayor Robert Sullivan
   Troy Clarkson, Chief Financial Officer
   Michael Williams, Chief of Fire

   *Chief Williams states this money was applied to replace the tactical support unit that is a supplemental vehicle that runs with Squad A. This company requires a lot more equipment due to covering the downtown area.

   Councilor Rodrigues makes a motion to amend the order to state: That the following named sum be and the same is hereby acceptance & expenditure of the grant award in the amount of $600,000; 2nd by Councilor Eaniri. Motion carried by a hand vote.

   Having considered the same, motion to report FAVORABLE as amended back to the City Council. Motion carried by a hand vote.

10. Ordered: That the City of Brockton opt into the PACE Massachusetts program. The PACE program is an economic development tool for cities and towns across the Commonwealth that focuses on financing energy improvements in commercial buildings.
    Invited: Honorable Mayor Robert Sullivan
    Troy Clarkson, Chief Financial Officer
    Robert May, Director of Planning and Economic Development

    *Council President Asack states Mr. May is unable to join the meeting tonight.

Motion by Councilor Nicastro to POSTPONE to the next Finance Committee Meeting on September 21st, 2nd by Councilor Farwell. Motion carried by a hand vote.

11. Ordered: That the City Council of the City of Brockton finds that there is a clear need for an Urban Renewal Plan. In order to achieve the approved objectives on the Brockton Comprehensive Plan, A Blueprint for Brockton., that the Downtown / Trout Brook Urban Revitalization Plan, as described in Exhibit A, prepared by Harriman and RKG Associates, dated June 2020 is an Urban Renewal Plan prepared in accordance with MGL Chapter 121B and 760 CMR 12.00, that the City Council approves the boundaries of the Downtown / Trout Brook Urban Revitalization Plan. Plan located in City Clerk's Office for review.
    Invited: Honorable Mayor Robert Sullivan
    Robert Jenkins, Executive Director of Brockton Redevelopment

    Motion by Councilor Thompson to POSTPONE to the next the November 16th Finance Committee Meeting, 2nd by Councilor Eanri. Motion carried by a hand vote.

12. Resolve: The Mayor, the Chief of Police, and the appropriate member of the Law Department be invited to a committee of the City Council to discuss the lawful options and strategies to address the continuing problem and the complaints from residents.
    Invited: Honorable Mayor Robert Sullivan
    Emanuel Gomes, Chief of Police
    Megan Bridges, Assistant City Solicitor or her designee

13. Resolve: That the Mayor and a representative of the Law Department be invited to a committee of the City Council to discuss potential funding of a consultant to work with the City Clerk, Legislative Counsel to the City Council, and the Law Department, to update and modernize the city ordinances.
    Invited: Honorable Mayor Robert Sullivan
    Megan Bridges, Assistant City Solicitor or her designee

    Councilor Farwell motions to take items #12 & 13 collectively, 2nd by Councilor Eaniri. Motion carried by a hand vote.

    Motion by Councilor Farwell to POSTPONE to the next Finance Committee Meeting on September 21st, 2nd by Councilor Lally. Motion carried by a hand vote.

    Meeting adjourned at 8:43 PM

MOISES M. RODRIGUES
Mayor

CITY OF BROCKTON

Department of Planning and Economic Development

Planning Board Conservation Commiss

PLANNING BOARD
Wednesday, November 6, 2019 – 6:00 P.M.
GAR Room - City Hall
Meeting Minutes

Members present: Craig Pina, Reggie Thomas and Larry Hassan; also present Rob May, Shane O'Brien and Pamela Gurley, Department of Planning & Economic Development.

A motion was made (Thomas), seconded (Hassan) and unanimously passed to accept the minutes from 9/26/19 & 10/1/19.

Endorsement of ANR Plans, Subdivision Plans and/or Lot Releases
The Definitive subdivision plan for N. Cary St. as well as the accompanying ANR were signed by the members.

Chilton Woods - Partial Bond Release
The secretary stated that Ferrone Construction has requested return of a portion of the surety. She said that they submitted a preliminary as built plan and we have the necessary letters from the DPW. After a brief discussion it was decided to return the sum of $100,000 and retain the balance to make sure that the COB has sufficient surety to cover the remaining work.

Action/Decision: Motion to return $100,000 of surety to developer
Motion: Thomas
Second: Hassan
In favor: 3
Opposed: 0

Presentation: The Brockton Redevelopment Authority will be making a presentation to the Planning Board and taking comments from the public with regard to their proposed Urban Renewal Plan for the area around the former CSX Rail Yard near downtown Brockton.

Robert Jenkins introduced Frank Gurley chairperson of the CAC who said that the CAC has been working with the BRA on the plan since May. Robert Jenkins said that the BRA voted this afternoon that this is a necessary site for

development for the COB; he said that a lot of the site has been cleaned up by CSX to an acceptable level. Rob May said that the area in yellow has been remediated and has a use limitation; he said that the floodway separates two established neighborhoods; he said this is a 20 year plan and that Verizon high capacity fiber exists on the site and that zoning for commercial flex will be very important.

Reggie Thomas asked if they thought about reaching out to the MBTA for an additional stop; R. May said that there is an existing stop within ¼ mile.

R. Jenkins said that the plan outlines goals and objectives; he said that the BRA has held public meetings to gather input. He said if the planning board approves the plan the next step will be to file the plan with the city council in January and if approved file it with the state.

F. Gurley said that the consultant presented them with three different plans along with pros and cons; he said this plan gave the best balance and seemed to be the most doable; he said that connecting puffer playground with snow park is very important and new infrastructure will help with the flooding. He said hopefully it will be done sooner than 20 years.

R. Jenkins said that based on the market, cost of land, high capacity fiber, there are incentives that could offered to make this happen sooner. He said they need to find a developer or several developers; he said the goal is not for the COB to acquire the land...goal is to find developers; he said once the plan is approved by council and state a developer must follow the plan.

C. Pina said this is a fantastic opportunity. He said 20 year seems like a long time and does not think it will take 20 year with this market.

R. May said the board's recommended finding should be that this plan is compatible with the city wide comprehensive plan.

R. Thomas asked if they would be looking for developers that have had experience re-developing rail sites and asked if they are they are looking to create neighborhoods and was told yes. He asked which section takes place first and R. May said that public improvements should be done first.

L. Hassan said it would be better to get commercial development going first.

Michael Nunes asked where the access to the site was and suggested that there could be more than one access. R. May said that the majority of access will be off of Elliot and Crescent; M. Nunes said Mulbury can be opened and the road can connect.

Acton/Decision: Motion that the CSX URP conforms and is compatible with the city wide comprehensive plan.
Motion: Thomas
Second: Hassan
In favor: 3
Opposed: 0

---

1. Site Plan Approval
Property: 839 Main Street
Proposal: Commercial Building
Applicant/Representative: Jacobs Driscoll Engineering/Attorney John Creedon
CONTINUED TO DECEMBER 3, 2019

2. Site Plan Approval
Property: 835 Belmont Street
Proposal: Service Bay
Applicant/Representative: SNE LLC/JK Holmgren Engineering
CONTINUED TO DECEMBER 3, 2019

3. Site Plan Approval
Property: Davis Commons
Proposal: Maintenance Building
Applicant/Representative: National Affordable Housing/JK Holmgren Engineering
CONTINUED TO DECEMBER 3, 2019

4. Definitive Subdivision
Property: Map 37, Plots 4, 6 & 18 Augusta Ave. and Plot 36 Prospect St.
Lots: 18
Owner/Representative: Frederick Hebshie/Curley & Hansen
CONTINUED TO DECEMBER 3, 2019

5. Definitive Subdivision
Property: Plot 2 Belgravia Ave.
Lots: 4
Owner/Representative: Curley & Hansen
CONTINUED TO DECEMBER 3, 2019

<u>Other Business</u>
Shane O'Brien said that the office received an updated plan for 899 Belmont St.; he said that the plan was revised to meet MassDOT requirements. He asked that the board accept this version as the plan of record.

Action/Decision: Motion to accept Mass DOT revisions

Motion: Thomas
Second: Hassan
In favor: 3
Opposed: 0

Updates from Board Members

The listing of matters is those reasonably anticipated by the Chair which may be discussed at the meeting. Not all items listed may in fact be discussed and other items not listed may also be brought up for discussion to the extent permitted by law.

Brockton Redevelopment Authority
50 School Street, Brockton, MA 02301
Board of Directors Meeting
Wednesday, November 6, 2019, at 3:30 p.m.
Meeting Minutes

Board of Directors in attendance: Philip Griffin, Gerald Smith, Eugene Marrow, and Richard Johnson

Staff: Robert Jenkins, Zaias Andrade, Laura Chau, Emily Hall, Cindy Kong, Benvinda Oliveria, and Jon Van Kuiken

Guests in attendance: Tom Monahan, Frank Gurley, and Rob May

Welcome – Phil Griffin, Chairman

Meeting opened at 3:30PM and welcomed everyone.

Vote and Approval of minutes from Board Meeting on October 2, 2019; Eugene Marrow made a motion to approve the minutes from October 2, 2019, Richard Johnson seconded. All in favor.

Vote and Approval for Robert Jenkins and Emily Hall to attend 2020 NCDA Winter Legislative, Policy and Professional Development Conference, January 29-31, 2020, in Washington D.C. Conference provides unique opportunity for staff to meet with legislation on Capital Hill. Richard Johnson made a motion to approve staff travel for the 2020 NDCA Winter Legislative Conference, January 29-31, 2020, Eugene Marrow seconded. All in favor.

Strike vote to authorize Executive Director to execute all closing documents for sell of 48 Warren Avenue to FBMS as it was completed in the last board meeting and just not removed from the agenda.

Vote and Approval of HOME Down Payment Assistance (DPA) new ratios, the amount of assistance received should be used to bring the participants housing-to-income ratio between 35-38% of gross monthly income, see memorandum for more information. Gerald Smith made a motion to approve new HOME DPA Program ratios, Eugene Marrow seconded. All in favor.

Presentation and vote to approve CSX (Trout Brook) Urban Revitalization Plan recommendation. Robert Jenkins presented the PowerPoint made by the consultants on the CSX Urban Revitalization Plan with maps, regulations, procedures, and community input. The complete presentation and

plan can be found on the BRA website. This is just a plan for the development of the area at this time, and does not include who will be responsible for the development, it is just a guide for what can take place in the area for the next 20 years. Another RFP similar to the one done downtown would be completed to attracted and introduce developers.

Vote: Eugene Marrow made a motion to approve the CSX (Trout Brook) Urban Revitalization Plan recommendation, Richard Johnson seconded. All in favor.

Strike vote to authorize 121 Main Street as it was completed in the last board meeting and just not removed from the agenda.

No program updates.

Amidst audit, awaiting a follow up list from auditors needed to complete their review. The LBPHC Program may be getting some feedback from the auditors but we are waiting for the full report to come back sometime in January.

Thursday, December 5, 2019 at 2pm is confirmed with Governor Baker Office for decation of Mayor Bill Carpenter Parking Garage. Over 800 invitations went out.

93 Centre Street relocation is beginning to move forward. Two occupants gave $450,000 price to move, our relocation adgents will be getting more bids on the moving, but more documentation is still needed from the occupants on their true occupation status. Still waiting for Superior Court decision.

The next Board Meeting will be on Wednesday, December 3, 2019 at 3:30PM.

Gerald Smith made a motion to adjourn, Eugene Marrow seconded. All in favor. Regular Meeting Adjourned at 4:23PM.

Prepared by: Emily Hall

Phil Griffin, Chairman

Brockton Redevelopment Authority

Brockton Redevelopment Authority
50 School Street, Brockton, MA 02301

Board of Directors Meeting Minutes

Wednesday, October 2nd, 2019 at 3:30PM

Board Members in Attendance: Phil Griffin, Suzanne Fernandes, Richard Johnson, Gerald Smith, and Eugene Marrow.

Staff: Robert Jenkins, Zaias Andrade, Emily Hall, Laura Chau, Jon Van Kuiken, Cindy Kong and Benvinda Oliveira.

Guests: Rob May

Welcome – Phil Griffin, Chairman.
Meeting opened at 3:30PM and welcomed everyone.

Minutes for September 11, 2019 meeting presented.

Motion to Approve: Suzanne Fernandes
Seconded: Phil Griffin, All in Favor
Opposed: None

Vote to name the municipal garage on Pettronelli Way "Mayor Bill Carpenter Parking Garage".

Discussion: Robert Jenkins provided summary on garage, BRA own's the building and was contacted by councilor Monahan to sponsor. Six (6) months ago the garage was named Petronelli and in order to change the name, Robert Malley will require a vote. The expense is still unknown until October 3, 2019. Robert Malley thinks the board will pay for the change order. Garage will be ready December 6th. Allowance of the cost is $17k, the BRA has the funds but if the parking authority board will pay, we should allow them. We will get a price by October 3, 2019 and Robert Jenkins will email it out to board. Eugene Marrow made a motion to name garage Mayor Bill Carpenter Parking Garage, Richard Johnson seconded, Suzanne Fernandes and Gerry tabled motion.

Vote to authorize Executive Director to execute closing documents for Sycamore and Main - 121 Main Street (NeighborWorks Housing Solution) new construction mixed income development of 48 units of housing and 1,500 square feet of commercial development

Discussion: Robert Jenkins provided background, Zaias is handling it and has requested funds, retail space all affordable housing, there will be no market rate housing. Phil's concerned what this means for downtown. Rob May explained LIHTC limits rent to max of 30% of family's income will go into residential rent, so 70% of their income can be spent for other purchases. This gives downtown a nice new building with restaurant space on first floor. We want to make sure rest of project has a higher rate component to them. Rich Johnson questioned if it is it limited to restaurant in commercial space. Rob May explained that is not, however nothing is confirmed yet. The focus is market at some point we need low to moderate income. Geoffrey is 100% market rate. 19 Main we determine how much goes into that; 75 Commercial Street is 100% luxury market. Richard Johnson made a motion for Executive Director to execute closing documents for Sycamore and Main - 121 Main Street (NeighborWorks Housing Solution) new construction mixed income development of 48 units of housing and 1,500 square feet of commercial development, Suzanne Fernandes Seconded, all in favor.

Program Updates:

LBHCP and Healthy Homes program; Laura Chau provided summary on program status, cumulative goal by the end of December is to clear and achieve clearance of 72 units. Program staff continues to work on building clientele list. Additional contacts in the works, there are five upcoming community events the lead program will be participating in to increase pipeline. Q7 presented challenges from program meeting quarterly goals. This included obtaining complete applications from tenants, as this is not a priority for them to provide income documents which delays the units from moving forward in a multifamily building. Other units in the pipeline had hoarding issues, and emotional attachments to belongings. Contractors have difficulties starting because homeowners unable/unwilling to prepare unit for construction process. The case only becomes a legal issue only if a child is sick with lead poisoning.

HOME Investment Partnership program; Zaias Andrade provided summary on program status, Lincoln School 39 senior housing units requesting $100k of HOME funds. 48 Warren Ave property developed by Father bill's Mainsprings. Neighborworks needs 100k from home funds to assist with Lincoln school.

CDBG; Emily Hall explained that there were not many changes with the home rehab applications, 15 mailers have been sent and we are waiting for responses and documentation. Although there is not more funding, the program is receiving more applicants.

Robert May included that after qualifying them, they reviewed the site on what capacity they had to do. Some sites may be good for one or two, other sites may get offered to two developers to compete. Good that we have that much interest. Some big developers that have high capacity which is good for Brockton. Some developers can pay cash. That would give BRA opportunity to purchase other properties to line up for development

Other:
Emily Hall update on CDBG Advanced Underwriting training, advancement wasn't so great, but underwriting was which HUD will require more of. Zaias Andrade provided update on Dallas training, learned about waive commitment deadlines, training overall was helpful.

Open meeting was adjourned at 4:45PM. Eugene Marrow made a motion, Phil Griffin seconded it. All in favor. The next meeting of the BRA Board of Directors is scheduled for Wednesday, November 6th, 2019.

Prepared by: Laura Chau

Approved by: _____
Phil Griffin, Chairman

New Business

Thursday, December 5th, 2019 is tentatively scheduled for ribbon cutting of Mayor Bill Carpenter Parking Garage.

Discussion on Board member's schedule, other possible dates in the evet it does not work for Governor or LT Governor will either be Thursday the 12th, or 19th.

Relocation efforts at 93 Centre Street
Discussion: Robert Jenkins is waiting for judge as it is held up in superior court, Ted Carmen has moved forward for eviction proceedings, 10/9/19 is the court date. Agent has asked for receipts, lease, or letter from John Monem stating rent to prove occupancy however there were no response. Met back in May and April face to face but no luck. They know they must leave but are stalling. Once superior court makes the decision that process was done correctly, hopefully grants the motion to dismiss. Ted Carmen and his attorney anticipated this delay to occur.

Update on 19-31 Main Street
Discussion: Ted Carmen offered $450k which was well over the appraised value, Robert Jenkins working on sale documents with Attorney Brent warren. Needs a motion to approve for purchase and sale. Suzanne made a motion, Eugene seconded, all in favor.

CAC November 6th, 2019 presentation to BRA's Board of Directors on CSX site recommendations.

Discussion: Rob May informed board that CAC met last month saw presentation on CSX area urban renewal plan. CAC will be present on Wednesday, Nov 6 public hearing to present plan and make their recommendations that we include as an urban renewal district. If board approves, the plan will be forwarded to city council and eventually will go to DHCD for final approval. DHCD has copy of current draft to review for potential issues. Plan calls for mix development on the site on far side of river but can change over time, Close to station, higher density market rate housing, light industrial. Hopes that there will be a data center in future that will help us attract more back-office type uses banks or firms and create more employment opportunities. High capacity fiber daylights there so could be god place to attract higher paying tech jobs. Phil Griffin questioned if CSX willing to sell? Robert May explained CSX declared property surplus and is in the works. 60-acre site, connection to puffer park to snow park including flood management greenspace. Phil made an appoint or motion to do the BRA board meeting first.

Robert Jenkins explained that an RFQ was sent out just before last meeting; 14 responses from developers of all different sizes. A preliminary scoring was done: 5 apps rated at 5, some 4.5, some 4, a couple 1's which will be rejected. Very good response for qualifications.

HARRIMAN

18457 Brockton CSX Study
Citizens Advisory Committee Meeting
September 16, 2019
5:00 pm, Metro South Chamber of Commerce

DRAFT Meeting Minutes

Rob May welcomes committee members and then explained the history of the planning process for the CSX Site. He then turned the meeting over to Emily Keys Innes of Harriman to provide more information about the process, scenario planning, and results.

Ms. Innes presented the underlying conditions that supported the initial analysis by Harriman and RKG Associates, the implications of four different mixes of development types on the site, and the hybridization of the four scenarios into a single preferred plan after input from the public open house in March 2019 and the Master Plan Committee.

She then discussed the morphing of the master plan into an urban renewal plan, the existing conditions that could lead to the study area being eligible for designation as an urban renewal area, and the plan objectives.

Members asked questions about the information presented. Part of the discussion included discussions of the relationship between this proposed urban renewal area and the downtown urban renewal area. The committee discussed the advantage of the optic fiber point at the AT&T building to businesses (high-speed internet access), the impact of climate change on the existing flooding problems and the need for floodwater storage, creating a significant neighborhood amenity and continuing to implement the Two Rivers plan with the Trout Brook pathway, and the positive impact of redevelopment in this area on the City's tax base.

The committee voted to support the plan. After discussion, November 6 was chosen as the date for presentation to the Brockton Redevelopment Authority at a public hearing (at 3:30pm) and to the Brockton Planning Board (at 6pm).

AUBURN
BOSTON
PORTLAND
PORTSMOUTH

harriman.com

Attendees

- Frank Gurley
- Zaias Andrade
- Pam Gurley
- Eunice DePina
- Angela Goncalves
- Janet Trask

- Rob May
- Shane O'Brien

Consultant Team

- Emily Keys Innes, Director of Planning, Harriman

Downtown/Trout Brook Redevelopment Plan

APPENDIX C

CSX SITE MASTER PLAN STUDY (JUNE 2019)

BROCKTON
DOWNTOWN ACTION STRATEGY

CSX SITE MASTER PLAN STUDY

JUNE 2019

SOURCE: GOOGLE EARTH

Prepared for
The City of Brockton
MassDevelopment

Prepared by
Harriman
RKG Associates

ACKNOWLEDGMENTS

CITY OF BROCKTON

Mayor Bill Carpenter

BROCKTON CITY COUNCIL

Moises Rodrigues, Council President, Councilor-At-Large
Jean Bradley Derenoncourt, Councilor-At-Large
Winthrop Farwell Jr., Councilor-At-Large
Robert Sullivan, Councilor-At-Large
Timothy Cruise, Ward 1
Thomas Monahan, Ward 2
Dennis Eaniri, Ward 3
Susan Nicastro, Ward 4
Anne Beauregard, Ward 5
John Lally, Ward 6
Shirley Asack, Ward 7

BROCKTON REDEVELOPMENT AGENCY

Philip Griffin, Chairman
Gerald Smith, Vice Chair
Suzanne Fernandes, Treasurer
Eugene Marrow, Clerk
Richard Johnson, Member

BROCKTON PLANNING BOARD

Bob Pelaggi, Chairperson
Toni Goncalves
Larry Hassan
Craig Pina
Reggie Thomas

CSX MASTER PLAN COMMITTEE

Anne Beauregard, Brockton City Council, Ward 5
John Channell, Banner Systems
Amanda Chisholm, MassDevelopment
Chris Cooney, MetroSouth Chamber of Commerce
Frank Davin, Elliot Street resident, property owner
Brian Droukas, Real estate
George Durante, MassDevelopment
Dan Evans, Evans Machine Company
Angela Gallagher, Massachusetts Department of Environmental Protection
Matt George, Elliot Street
Emily Hall, Brockton Redevelopment Authority
John Handrahan, Massachusetts Department of Environmental Protection
Richard Heieh, Elliot Street property owner

DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT

Rob May, CEcD, Director of Planning and Economic Development
Shane O'Brien, Staff Planner
Megan Shave, Conservation Agent
Pam Gurley, Administrative Assistant

MASSDEVELOPMENT

Amanda Chisholm, Vice President
Christine Madore, AICP, Vice President
George Durante, TDI Fellow

CONSULTANT TEAM

HARRIMAN

Emily Keys Innes, AICP, LEED AP ND, Director of Planning
Kartik Shah, AICP, LEED AP, Director of Urban Design
Katie Moore, LEED AP ND, Urban Planner1

RKG ASSOCIATES

Eric Halvorsen, AICP, Vice President/Principal
Ryan Kiracofe, Senior Urban Planner/Market Analyst

TABLE OF CONTENTS

Executive Summary 1
- Introduction 1
- Planning Process 1
- Findings Relative to Future Development 1

Summary of Existing Conditions 2
- Physical, Environmental, and Regulatory 2
- Market 3

Scenario Development 4
- Assumptions 4
- Market Implications for Scenarios 16
- Public Input 17

Preferred Plan 18
- Plan Objectives 18
- Proposed Land Uses 18

Next Steps 20

Appendix A: Existing Conditions

Existing Conditions 3
Existing Uses 6
Current Zoning 7
Other Regulatory Requirements 9

Appendix B: Market Analysis

Executive Summary 2
Key Findings 2
Introduction & Purpose 4
Sociodemographics 6
Economic Indicators 12
Market & Development Activity 20
Key References 32

LIST OF FIGURES AND TABLES

Figure 1: Study Area vi
Figure 2: Examples of Development Types 5
Figure 3: Bubble Diagram of Scenario 1 6
Figure 4: Illustrative Plan of Scenario 1 7
Figure 5: Bubble Diagram of Scenario 2 8
Figure 6: Illustrative Plan of Scenario 2A 9
Figure 7: Bubble Diagram of Scenario 2 10
Figure 8: Illustrative Plan of Scenario 2B 11
Figure 9: Bubble Diagram of Scenario 3 12
Figure 10: Illustrative Plan of Scenario 3 13
Figure 11: Comparison of Metrics Across All Scenarios 14
Figure 12: Cross-Section of Multi-use Path 18
Figure 13: Preferred Plan 19
Figure 14: Examples of Pedestrian Improvements 21

Appendix A

Figure A-1: 1853 North Bridgewater Map 2
Table A-1: CSX/Trout Brook Study Area Snapshot 3
Table A-2: Ownership and Parcel Characteristics within Study Area 4
Table A-3: Dimensional Standards within the CSX Study Area 7
Table A-4: Permitted Uses and Special Uses within the CSX Study Area 8
Table A-5: Private Wells 10
Figure A- 2: Study Area 11
Figure A-3: Property Lines and the Footprint of Buildings 12
Figure A-4: Thoroughfares, Public Rights-of-Way, and Easements 13
Figure A-5: Parcel Ownership within CSX Study Area 14
Figure A-6: Existing Land Uses 15
Figure A-7: Current Zoning 16
Figure A-8: DIF District 17
Figure A-9: FEMA Flood Zones 18
Figure A-10: Environmental Conditions 19

Appendix B

Figure 1: Brockton & the Brockton NECTA....5
Table 1: Brockton Projected Population Growth by Age Cohort....6
Table 2: Population Growth, 2010 to 2016....
Table 3: Population Growth by Race, 2010 to 2016
Table 4: Housing Characteristics, 2010-2016....9
Figure 2: Change in Median Home Values, 2010-2016....10
Figure 3: Change in Median Monthly Rent, 2010-2016....10
Figure 4: Change in Median Household Income, 2010-2016....11
Table 5: Educational Attainment, 2010 and 2016....11
Figure 5: Household Income Cohorts, 2010-2016....11
Table 5: Educational Attainment, 2010 and 2016....12
Figure 6: Brockton & the Brockton WDA....12
Table 6: Jobs by Selected Sectors, 2010 and 2017....13
Table 7: Location Quotients by Selected Sectors, 2010 and 2017....14
Table 8: Establishments by Selected Sectors, 2010 and 2017....16
Table 9: Average Annual Wages by Selected Sectors, 2010 and 2017....17
Table 10: Top Projected Job Growth Sectors, 2017 to 2028....18
Table 11: Top Projected Job Loss Sectors, 2017 to 2028....19
Figure 7: Annual Unemployment Data....20
Table 12: Brockton's Built Inventory, FY2016....21
Table 13: Brockton's Built Inventory by Year Built, FY2016....22
Table 14: Brockton's Commercial Built Inventory by Type, FY2016....22
Figure 8: Planning Board Cases, 2014-2018....24
Table 15: Retail Supply & Demand....29
Table 16: Retail Supply & Demand: Select Surplus Categories....30
Table 17: Retail Supply & Demand: Select Leakage Categories....30

Study Area

Figure 1: Study Area

EXECUTIVE SUMMARY

INTRODUCTION

The CSX Site is the a former railyard for freight rail, bisected by Trout Brook. This site is within Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

This area has some industrial uses but is mostly vacant, and it separates the Downtown from existing residential neighborhoods. This site is not contributing to the economic health of the Downtown, nor is it an asset for the adjacent neighborhoods. However, in addition to being adjacent to the Downtown, much of the Study Area is within easy walking distance of Brockton Station (the commuter rail) and the Brockton Area Transit Centre (bus station).

The purpose of this study was to evaluate future development possibilities for the site by understanding existing conditions – physical, environmental, and economic – and scenario planning to examine, as a high level, different mixes of land uses, including industrial, commercial, and residential. Research on the current conditions and the preparation of maps and other analysis followed the guidelines of 760 CMR 12.00 (as revised in May 2018) as the City anticipated that this planning process might lead to the development of an urban renewal plan under Chapter 121B of the Massachusetts General Laws.

PLANNING PROCESS

The City of Brockton and MassDevelopment sponsored this process. The consultant team was led by Harriman, a design and planning firm, and included RKG Associates, specialists in market analysis.

The goals of the planning process are as follows:

- Research existing regulatory, physical conditions, and market conditions
- Work with the Master Planning Committee to understand nuances of current conditions
- Explore different concepts for future development
- Develop a final report for the City, documenting the process and future potential

The City appointed a Master Planning Committee to provide information to the consultant team and review progress throughout the process. This committee met in October and November 2018 and February 2019 prior to the preparation of this draft report.

The City also appointed a Working Group, which included members of staff, representatives from MassDevelopment, and members of the consultant team. This group participated in regular conference calls to discuss the project and prepare for the Open House and meetings of the Master Plan Committee.

The City sponsored an open house in March 2019 to test various scenarios with members of the public. Feedback from that open house has been incorporated into this report. After the Open House, the City decided to expand this planning process into one appropriate for a full urban renewal plan. This report will be followed by a complete draft urban renewal plan for approval in Autumn 2019.

FINDINGS RELATIVE TO FUTURE DEVELOPMENT

Future development in the Study Area is limited as a result of physical, environmental, regulatory, and market conditions. The land within the Study Area is bisected by Trout Brook, a regulatory floodway, and has some environmental contamination from previous uses on the site. The parcels range in size and shape, and the ownership is spread among many owners. The Study Area has good connections to surrounding communities and Boston via public transit (rail and bus) and state highways. However, the local access is poor for industrial uses; the historic bridges are two low for standard tractor-trailers.

Access to public transit is very good, with both commuter rail and regional bus stations within walking distance of most of the site. The proximity to the Downtown and to existing neighborhoods would allow development on the site to supplement an existing mixed-use environment.

However, demographic trends present challenges for redevelopment. Brockton's slow population growth, relatively low incomes, and low property values make it a challenging location for new ground-up development of all types.

The following section summarizes the information about existing conditions provided in Appendix A and B.

SUMMARY OF EXISTING CONDITIONS

PHYSICAL, ENVIRONMENTAL, AND REGULATORY

Appendix A contains the full report from Harriman on the existing physical, environmental, and regulatory conditions in the Study Area. The key findings from that report are as follows:

History

- The CSX property was the location of the Brockton freight yard, which acted as a secondary freight rail facility for CSX. CSX relocated its rail yard activities near Boston to Worcester (for intermodal containers) and Westborough (for bulk/carload shipments), and the site has not been used as a rail yard since the 1980s. A warehouse facility that received freight rail service at the site also ended operations many years ago.
- The Elliot Street Bridge (BRO.930)[1] and the Court Street Bridge (BRO.931), also known as the Old Colony Railroad Bridge and Brockton Viaduct, were constructed in 1896 and designed by architects Holbrook, Cabot, and Daly.

Ownership

- The Study Area contains 47 parcels, mostly undeveloped, approximately 66.1 acres and valued at $14 million.
- The 47 parcels have 26 different owners. Consolidated Rail Corp is the largest land owner. (two parcels, 31.4 acres). The City of Brockton owns eight parcels of 6.4 acres. "Evans Daniel R Jr Trustee" (six parcels, almost 2.5 acres) is the third largest property owner.
- Easements within the Study Area include passageways, gas, and sewer.

Land Use

- Trout Brook divides the Study Area into two – west and east. The western side is adjacent to the downtown; the eastern side to the existing neighborhoods.
- Existing land uses include residential, commercial, and industrial. The largest parcel in the Study Area is identified as undeveloped land.
- There is no designated open space for active or passive recreation within the Study Area. The Study Area does link to two City parks: Puffer Playground and Snow Park.
- Fiber optic lines running from New York to Boston daylight near the Study Area which could make the area attractive for office uses.

Zoning and Other Regulatory Requirements

- The zoning districts in this redevelopment area are Single-family Residential, low-density Multi-family Residential, and General Industrial.
- Single-family zoning creates a development pattern typically associated with suburban communities.
- The multi-family residential zones include categories for two-family and three-family housing, and for moderate densities.
- The I-2 zone within the Study Area allows a wide-variety of commercial uses including light manufacturing and heavier manufacturing, distribution, contractor yards and other uses.
- The Floodplain District includes all special flood hazard

[1] The reference numbers are to MACRIS, the online Massachusetts Cultural Resource Information System maintained by the Massachusetts Historical Commission.

areas designated by FEMA as Zone A or AE. Trout Brook and the land alongside are designated as FEMA Zone AE.

- Part of the Study Area is included within the Downtown Brockton DIF.

Transportation and Circulation

- The Brockton commuter rail station platform is approximately a quarter-mile from the center of the site.
- The BAT Intermodal Transportation Centre, which includes commuter parking, is adjacent to the Brockton station and therefore within reasonable walking distance of most of the Study Area.
- The Study Area is generally bordered by Elliot Street to the north, Palmer Street to the east, Court Street to the south and the rail tracks to the west. Truck circulation is limited by the height of the historic bridges at Court and Elliot Streets.
- Regional access is provided by Route 28/Montello Street and Route 123/Centre Street. Route 28 is a north-south connection, linking Cape Cod to the New Hampshire border. Route 123 is an east-west connection, linking Rhode Island to Scituate. The Study area is approximately 2.25 miles from the interchange with Highway 24, which connects to I-93 in just under eight miles and I-495 in just under five miles.
- Logan International Airport is approximately 25 miles away. T.F. Green Airport in Rhode Island is approximately 53 miles from Brockton. The closest regional airport is Norwood Memorial Airport, approximately 18 miles away.
- CSX runs one train per day during the week at off-peak hours (so as not to conflict with commuter rail operations). No current freight operations take place within the Study Area.

Environmental Conditions

- Trout Brook and the area on either side of it are within the Federal Emergency Management Agency (FEMA) AE flood zone, which carries an 1% probability of flooding every year. In addition, Trout Brook is considered a regulatory floodway in the Flood Insurance Rate Map (FIRM) of Plymouth County.
- An existing 25-foot boundary along Trout Brook supports vegetation and wildlife. The cleared but disturbed land on the CSX site supports additional wildlife species, including song birds and small mammals.
- MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). The proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area).
- MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45 Freight Street (the Brockton Iron Works). Soil conditions include the presence of heavy metals and other environmental contaminants.
- 16 private wells for a variety of uses were identified in the Study Area. Uses include monitoring, domestic, irrigation, geoconstruction, and unknown.

MARKET

Appendix B contains the full report from RKG Associates on the existing conditions and market analysis of the Study Area. The key findings from that report are as follows:

- Brockton is reported to be a challenging market for ground-up development of almost any type due to the area's below-median incomes and real and perceived quality of life issues. These factors are reported to be especially pronounced in the immediate area around the study site.
- The area has seen several high-profile multi-family residential projects take root in recent years, led by firms that have relied heavily upon creative financing mechanisms. While absorption of units in these apartment buildings has been extremely quick and new buildings are reported to be 100 percent occupied, prevailing market rents are likely still too low to attract most for-profit developers. Asking market rents are in many cases very close to income-restricted affordability thresholds, making it difficult for investors to reach required profit margins despite strong demand for low- and middle-income downtown units.

- The Brockton office and industrial markets have seen very little development activity in the last two decades, with few Class A spaces to offer benchmarks for achievable rents. With reported vacancies around 27 percent, Downtown Brockton's highest-end office spaces have asking rents between $16 and $18 per square foot. The city's industrial businesses are almost exclusively small-scale operations involved in "legacy manufacturing," storage, warehousing and distribution. The study area, as discussed in a previous report, has numerous road-related encumbrances that would likely preclude it from any distribution-intensive industrial activity.
- While there may be some value for a limited quantity of retail or restaurant frontage along Court Street, other downtown development projects have struggled to lease new space. State employment projections suggest Brockton will not be immune from a shrinking number of jobs in retail.
- Brockton's strength as regional center for health care has led to over 13,700 local jobs, making it the city's largest employment sector. That number rose significantly from 2010 to 2016 and is projected by the State to expand further in the decade to come. An expanded medical field, dealing with occupations from patient care to family assistance professionals, will likely increase demand for offices within short distances of the city's two major hospitals. These healthcare jobs can play a role in growing the city's working-age population, which has mostly stagnated when compared to a rapidly growing elderly population. Leveraging Downtown Brockton's lower cost of living, train connectivity, and availability of space will be key to attracting working professionals that may find the study area's location attractive.

SCENARIO DEVELOPMENT

Based on the existing conditions and implications of those conditions on future land uses and potential development strategies, the consultant team developed three scenarios to test a mix of land uses, division of land into parcels, and public amenities.

- Scenario 1: Multifamily and Commercial Flex
- Scenario 2: Townhouses, Commercial Flex, and Mixed-Use (with two sub-scenarios 2A and 2B)
- Scenario 3: Single-family, Commercial Flex, and Mixed-Use

ASSUMPTIONS

All three scenarios had certain assumptions for the physical design in common. These assumptions were developed partly from the research into existing conditions and the resulting analysis from the consultant team and partly from input provided by the Master Plan Committee. The assumptions included public improvements to the Trout Brook area to connect existing neighborhoods to recreation space to the north and south of the Study Area, improvements to address existing flooding and resulting damage, and new development to support jobs, businesses, and housing. The Study Area had been proposed in a previous planning study as a potential site for a public safety campus; this was also incorporated into the development of the scenarios. The specific assumptions are as follows:

- Pedestrian path along Trout Brook from Puffer Playground to Snow Park, accessible from the neighborhoods to the east
- Additional connections to strengthen neighborhood pattern and provide a walkable environment to public transit
- Commercial Flex development to support a mix of job and business types near the Downtown and public transit. Commercial Flex space allows potential tenants to shift easily between light industrial, non-retail commercial, and office uses in response to shifting market demands
- New market rate housing to support the Downtown
- Expanded stormwater management/flood storage area
- Acquisition of parcels that suffer regular flood damage
- Potential location of public safety buildings
- The development of the pro forma analysis for each scenario type included the following additional assumptions:

Examples: Apartments

Examples: Commercial Flex

Examples: Multifamily/Mixed-Use

Examples: Single-Family/Townhouses

Figure 2: Examples of Development Types

SCENARIO 1: MULTIFAMILY/COMMERCIAL FLEX

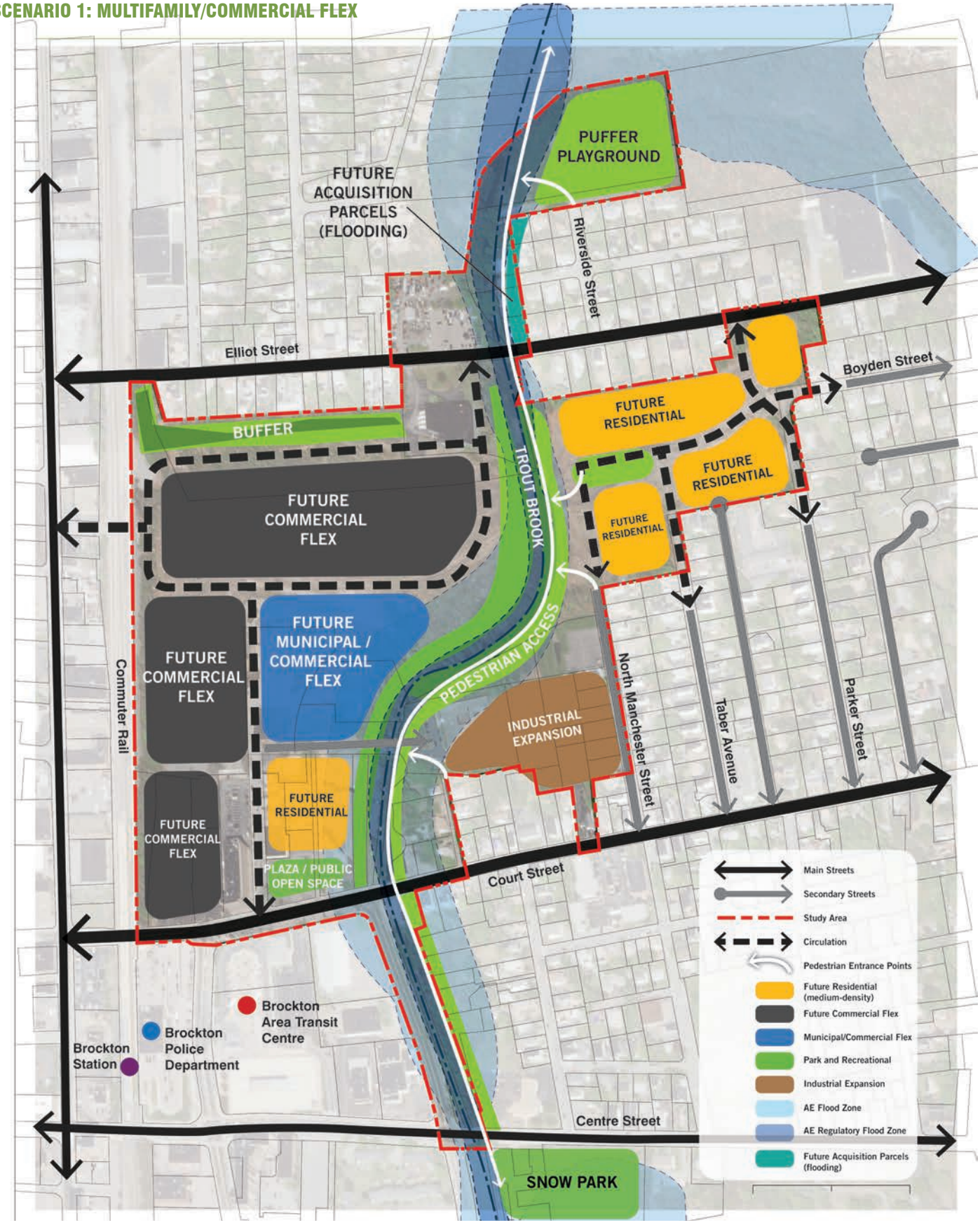


Figure 3: Bubble Diagram of Scenario 1

Development in Scenario 1

- Residential Apartments: 400-600 units (5-10 years); monthly rent: $1,350-$1,900/month
- Commercial Flex: 170,000-200,000 square feet; annual rent: $8-10/square foot

Figure 4: Illustrative Plan of Scenario 1

SCENARIO 2A: TOWNHOUSES/COMMERCIAL FLEX AND MIXED-USE

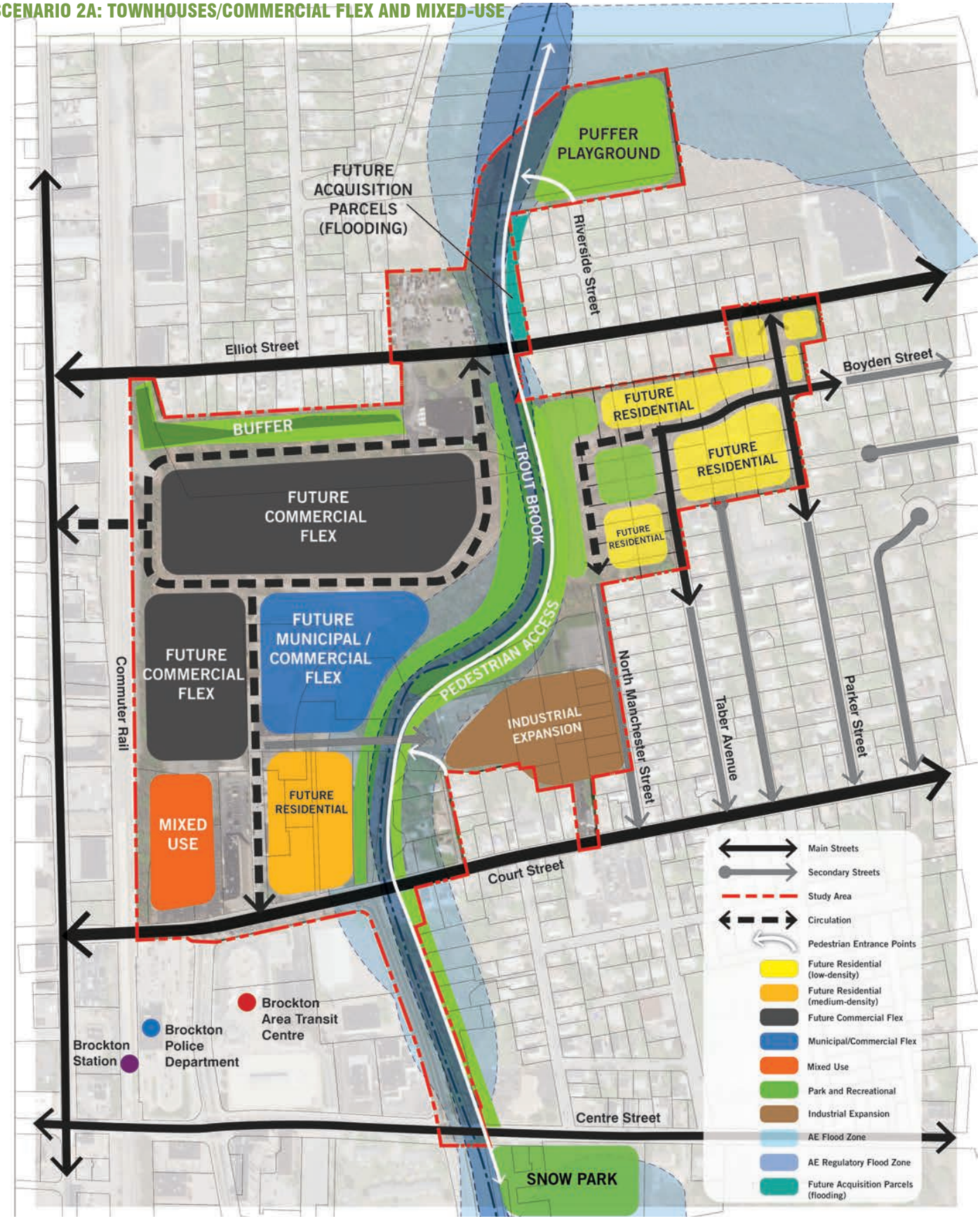


Figure 5: Bubble Diagram of Scenario 2

Development in Scenario 2A

- Residential Apartments: 75-125 units; monthly rent: $1,350-$1,900/month
- Residential Townhouses: 70-100 units; sale prices: $230,000 to $250,000
- Commercial Flex: 200,000-250,000 square feet; annual rent: $8-10/square foot

Figure 6: Illustrative Plan of Scenario 2A

SCENARIO 2B: TOWNHOUSES/COMMERCIAL FLEX AND MIXED-USE

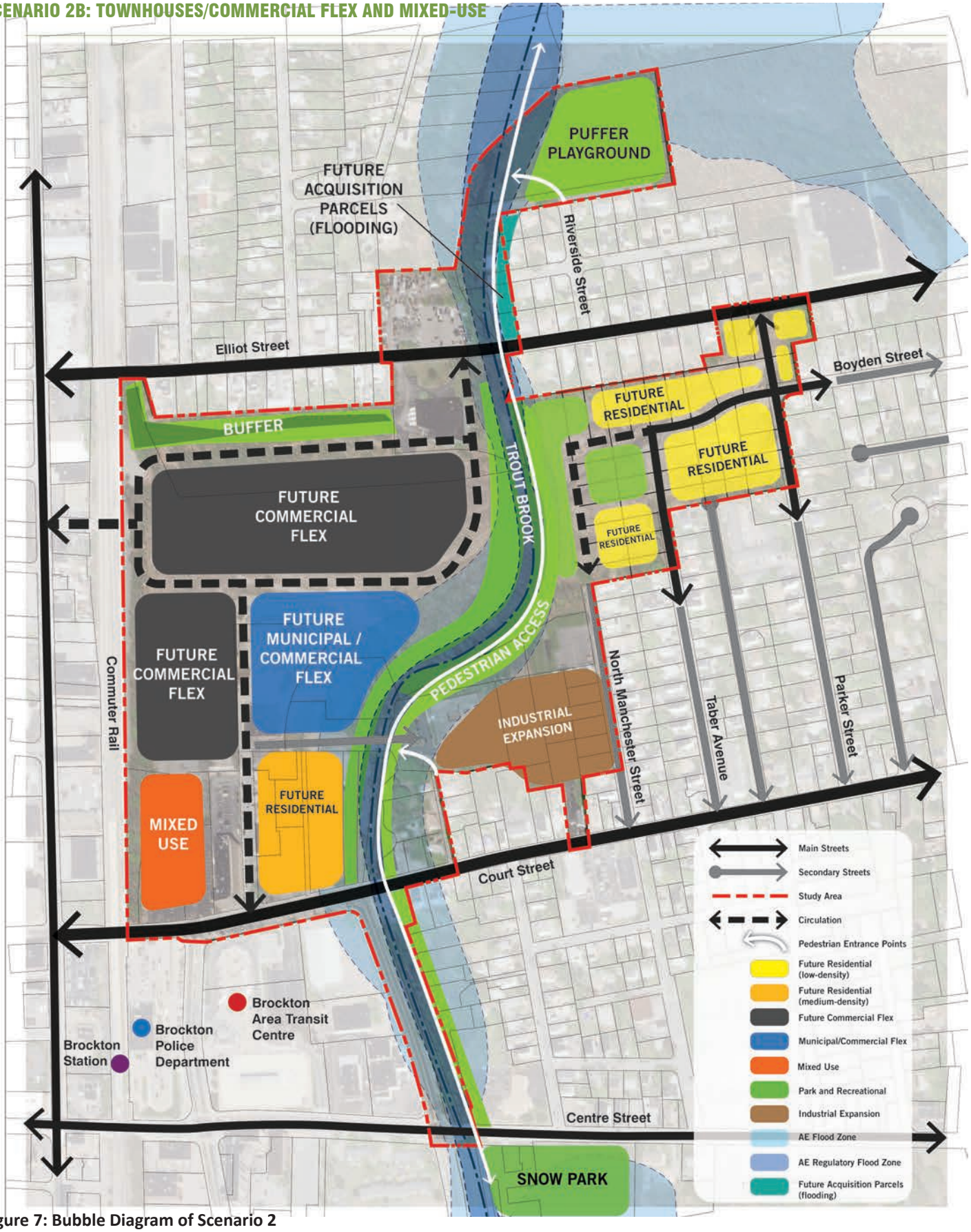


Figure 7: Bubble Diagram of Scenario 2

Development in Scenario 2B

- Residential Apartments: 100-225 units (3-6 years); monthly rent: $1,350-$1,900/month
- Residential Townhouses: 70-100 units; sale prices: $230,000 to $250,000
- Commercial Flex: 170,000-200,000 square feet; annual rent: $8-10/square foot

Figure 8: Illustrative Plan of Scenario 2B

SCENARIO 3: SINGLE-FAMILY, COMMERCIAL FLEX AND MIXED-USE

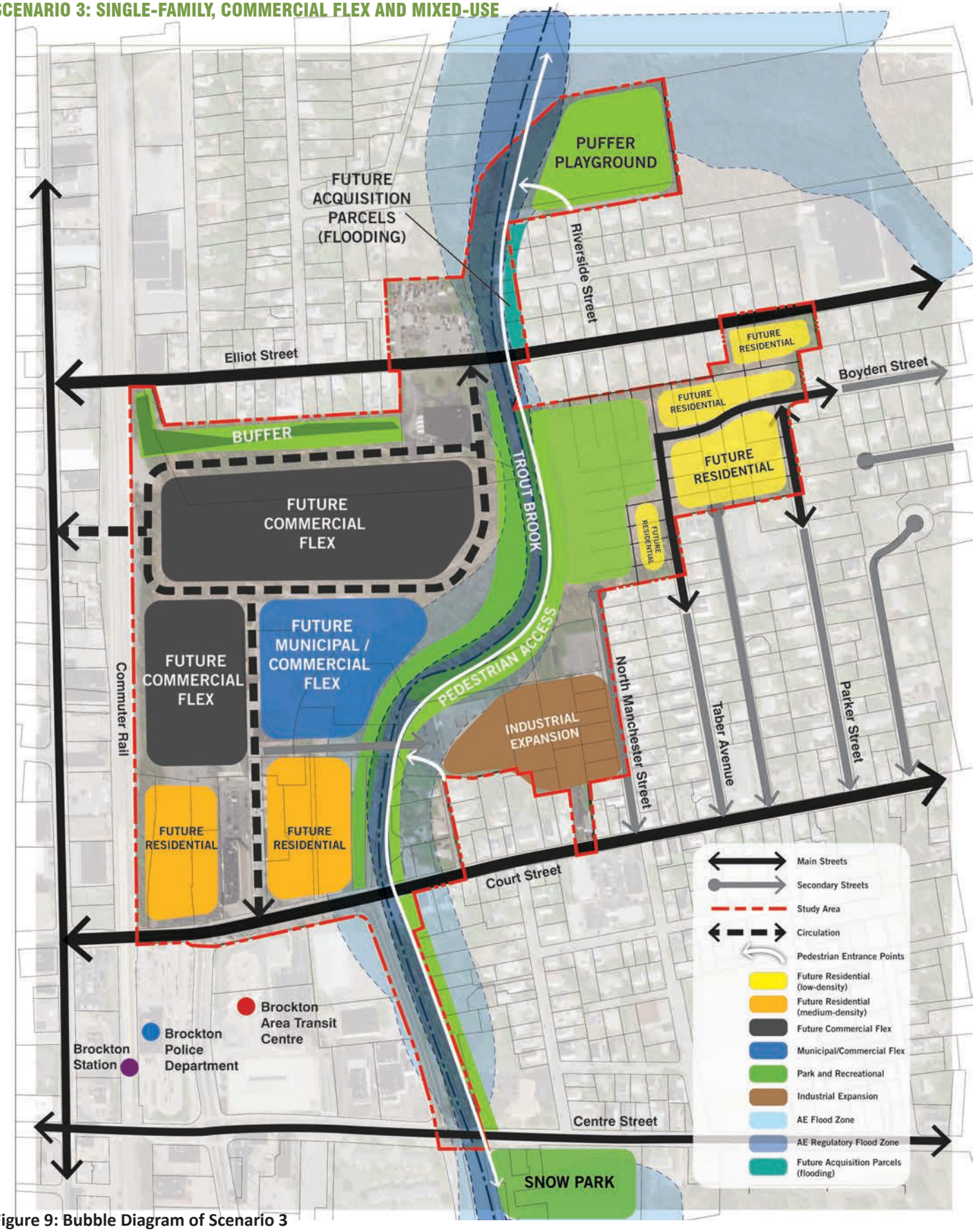


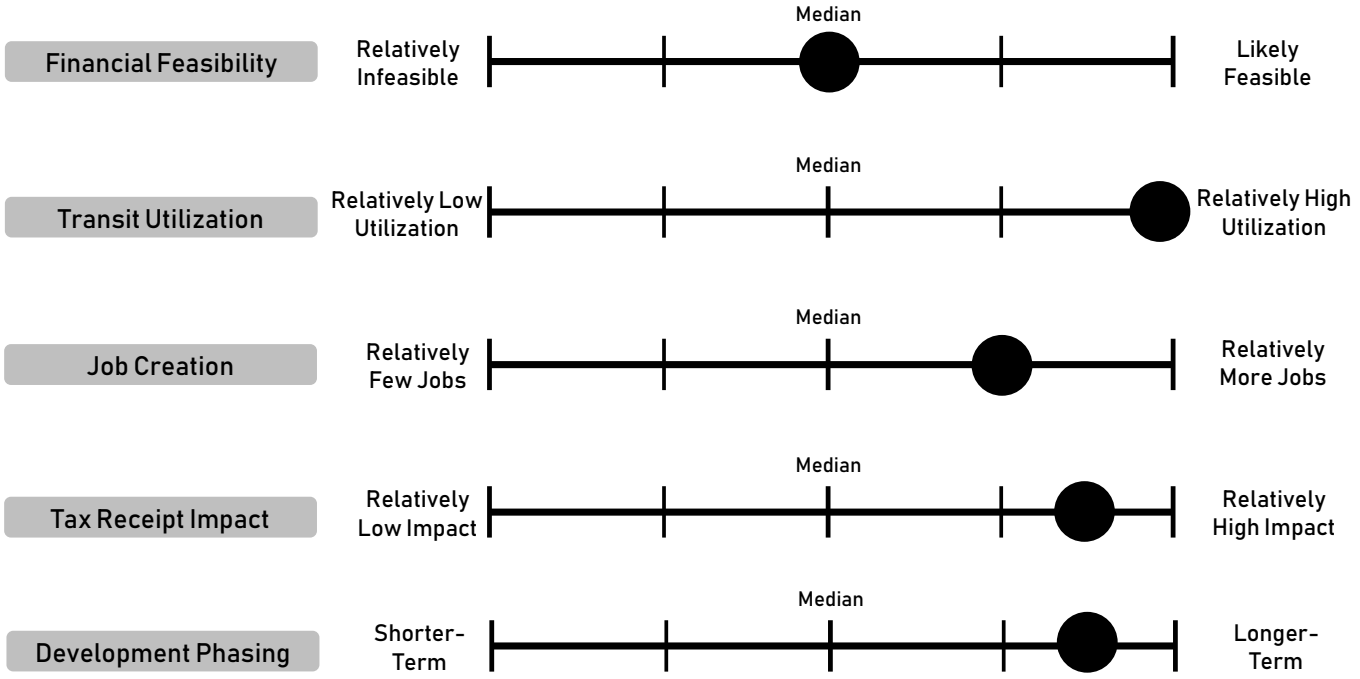
Figure 9: Bubble Diagram of Scenario 3

Development in Scenario 3

- Residential Apartments: 100-225 units (3-6 years); monthly rent: $1,350-$1,900/month
- Single-Family Detached Houses: 25-35 units; sale price: $295,000 to $320,000
- Commercial Flex: 170,000-200,000 square feet; annual rent: $8-10/square foot

Figure 10: Illustrative Plan of Scenario 3

SCENARIO 1: MULTIFAMILY/COMMERCIAL FLEX



SCENARIO 2A: TOWNHOUSES/COMMERCIAL FLEX AND MIXED-USE

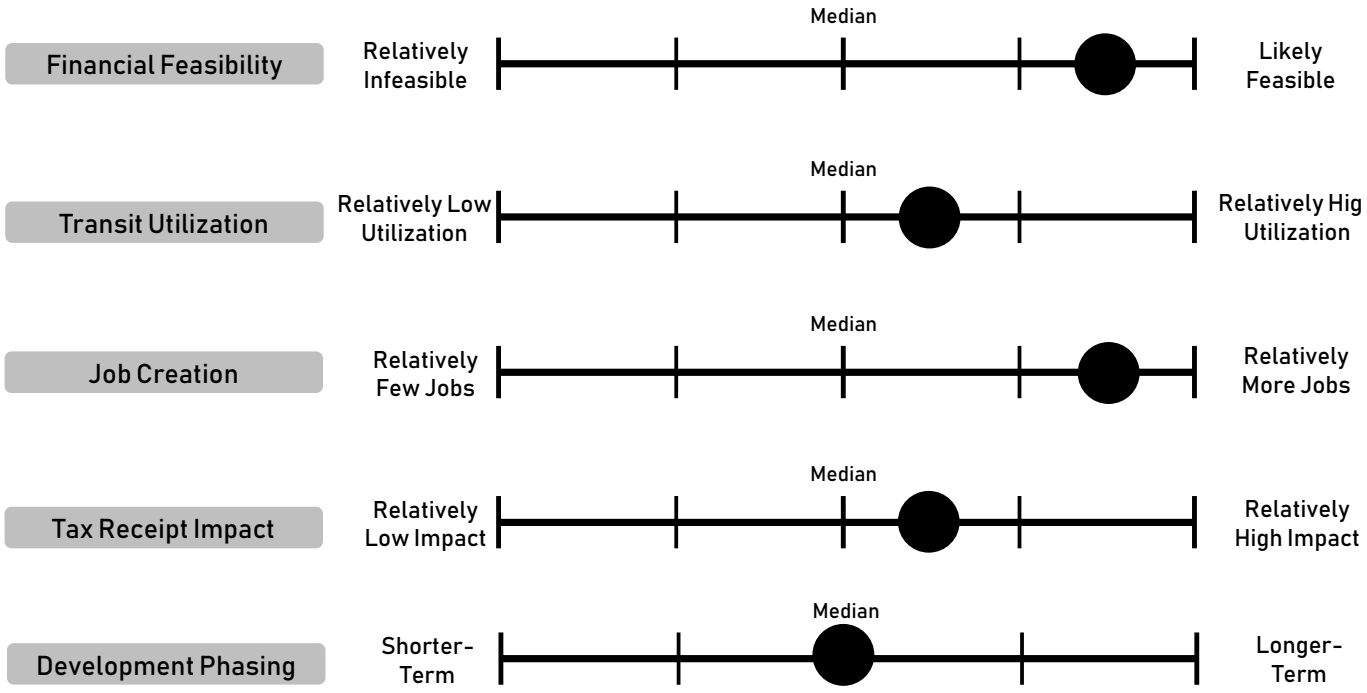
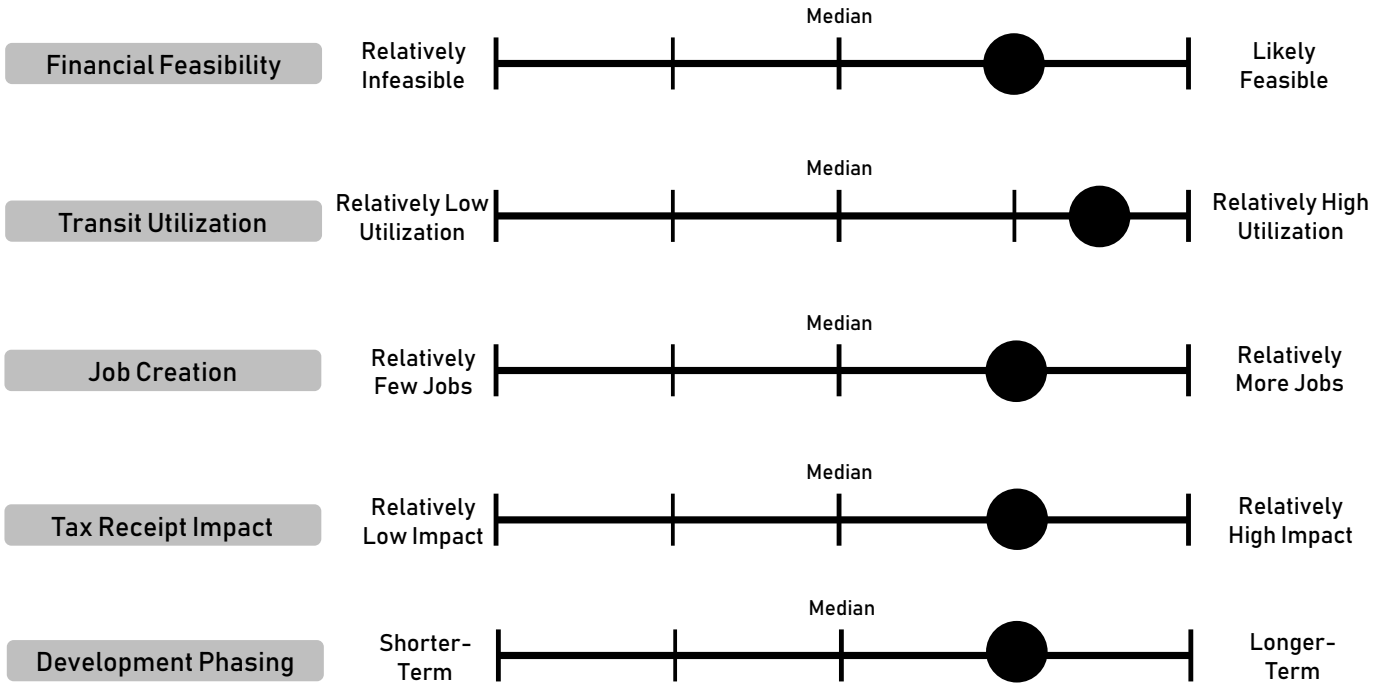
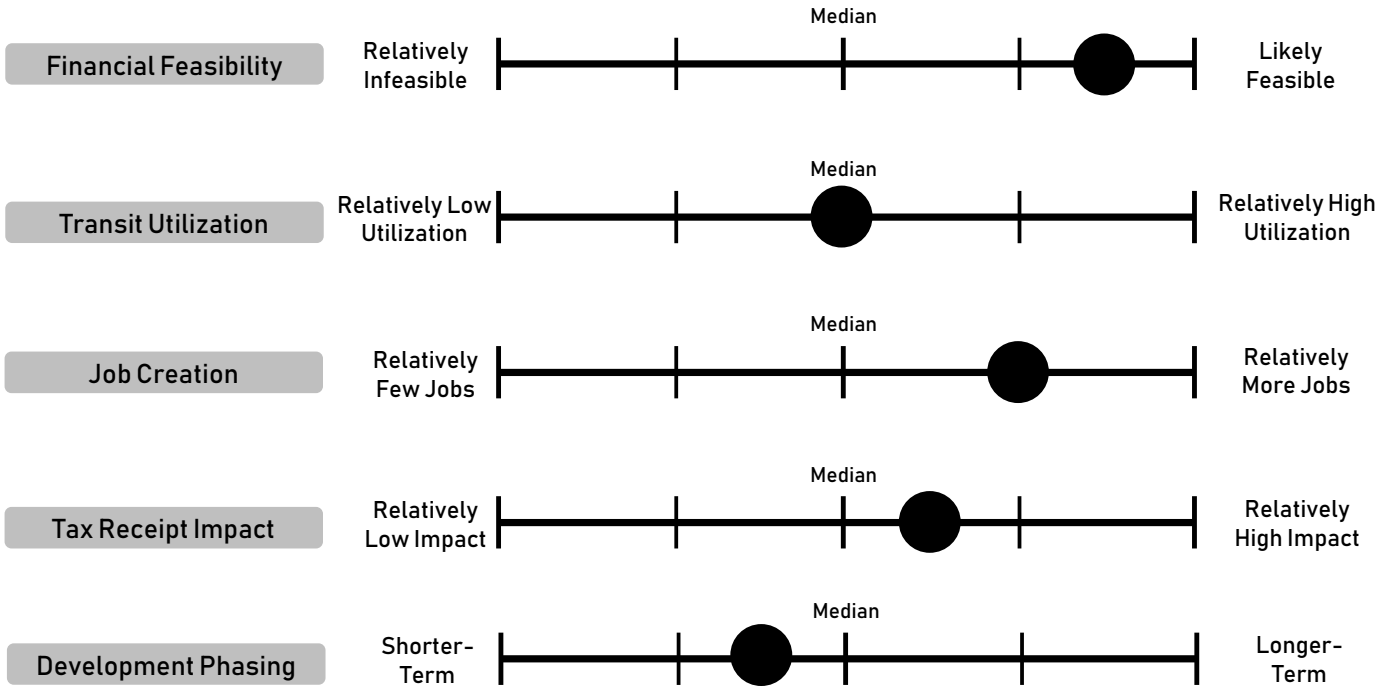


Figure 11: Comparison of Metrics Across All Scenarios

SCENARIO 2B: TOWNHOUSES/COMMERCIAL FLEX AND MIXED-USE



SCENARIO 3: SINGLE-FAMILY, COMMERCIAL FLEX AND MIXED-USE



- Brockton's multi-family residential market is showing momentum – but the depth of demand remains unknown.
- Industrial rents are strongest near highways. Demand further away is unclear.
- The City's ability to assemble parcels is key to maximizing its potential.
- In Brockton, it's often difficult to achieve project returns that would attract developers/investors to any development type.

Each scenario was presented as a bubble diagram showing the approximate land uses; an illustrative plan providing more detail about potential parcelization (division of larger parcels into smaller ones), road layouts, and general building footprints; a basic pro forma that provided information about the impacts of each mix of uses, and a sliding scale that allowed a visual comparison of each scenario on five different measures. In addition, examples of the proposed development types were provided for reference.

MARKET IMPLICATIONS FOR SCENARIOS

While the three development scenarios each have their own strengths and weaknesses from a community-building standpoint, a financial analysis was performed to examine the feasibility of each in light of local market conditions. In general, Brockton's current real estate market makes any new ground-up development – an increasingly expensive undertaking – difficult and dependent upon creative financing assistance. However, different uses on the site would likely be built by different developers, and would therefore face different financial conditions. Downtown Brockton's relative unknowns – the depth of demand for market rate, multi-family residential and commercial/flex space – create a situation where those uses may rely more heavily on development subsidies compared to single-family homes or townhouses.

The three development scenarios were analyzed through the lens of the completed Market Study report (included in this document as Appendix B). Sample development pro formas were created to examine the feasibility and likelihood of each scenario given a set of market assumptions. In most cases, this involved identifying a "financing gap," or investment shortfall that would need to be closed through the inclusion of incentives, grants, or other forms of assistance. Key assumptions involved forecasted rents and sale prices, construction costs, and the rate of absorption. This last assumption proved especially influential, as the level of new development activity in Downtown Brockton in recent years meant that the depth of the city's market for certain uses remained somewhat unknown. All development feasibility analyses examined a project's ability to reach an overall project return of between 8 and 12 percent, typically the minimum that would attract outside developer or investor interest.

Industrial/commercial flex space is perhaps the use type which has been least tested in Downtown Brockton's marketplace. Traditional light industrial, distribution, and warehousing operations tend to place high value on highway accessibility and truck access, two amenities that the study area lacks compared to other locations within the city. Even in a strong market, these are relatively low value activities on a rent or cost per square foot basis – thus their rarity in most urban downtown locations. Without easy highway access and with low bridges limiting truck access to the site, achievable rents are forecasted at the low end of the market for new industrial/commercial flex space at $8 to $10 per square foot per year. This is compared to industrial lease rates of $15 per square foot per year on Brockton's west side near Route 24. Even while building out basic industrial/commercial flex spaces is a relatively inexpensive undertaking, low projected rents mean that a developer would likely face a financial gap of $1 million to $2 million if building out the envisioned 185,000 square feet. Building spaces that are truly flexible, both in terms of size and use (light industrial, office, contractor bays, or even retail) can help the owner appeal to different types of users as market needs change over time.

Downtown Brockton and the surrounding neighborhoods have more examples of recent residential development to serve as points of comparison and help establish price point ranges. As included in the three development scenarios, the market feasibility analysis examined three different types of residential construction: multi-family apartments, ownership Townhouses, and single-family homes. The desired (or most likely) development scenario may include a combination of these typologies. Recent multi-family construction in Downtown Brockton, while heavily reliant on tax incentives and other subsidies, has reportedly seen strong demand, with

100 percent occupancy and rents ranging from $1,350 to $1,900 per month. Conversations with local brokers indicated that development of up to 100 market rate multi-family apartments would have no trouble leasing at these rents. The question remains whether the market has the depth to support additional units beyond the first 100. A well-planned phasing strategy can allow for the site to accommodate more or fewer apartments over time, depending upon demonstrated demand. That said, gap financing will still be necessary as high construction costs, roughly equal to Boston's, make development difficult when the rent differential between market rate and affordable apartments is minimal. The apartment-heavy program in Scenario 1 may have a financing gap of between $6 and $9 million; with fewer units, as included in Scenarios 2 and 3, the gap may shrink to $2 to $4 million, but with roughly the same potential project return on investment.

Townhouses and single-family homes may be more immediately feasible for a number of reasons, although these lower density product types run the risk of not maximizing the sites proximity to the commuter rail station. Ownership units have a more established market in Brockton than new multi-family apartments and may achieve a higher financial return for developers as there are no ongoing operating costs with these types of for-sale units. Both Townhouses and single-family homes have seen relatively strong sales in the Brockton area in recent months, although with limited activity in immediate vicinity of the study area. Conversations with brokers suggested conservative estimates for sale prices could reach $230,000 to $245,000 for Townhouses, and $295,000 to $320,000 for single-family homes. Even using conservative sale prices, sample pro formas suggest that new construction could achieve project returns of 8 to 12 percent, and stronger returns with higher prices, which would likely attract investment if the appropriate infrastructure were in place.

Infrastructure investments, including necessary brownfield remediation, site work, roadways, and utility extensions will be critical to making the study area attractive to developers and reducing overall development costs. The financial scenarios examined do not include any costs for these infrastructure investments, nor for the acquisition of the underlying land. This approach sought to answer the question: even with heavy assistance and land assemblage done by the City, would development be feasible for developers? This analysis shows that apartments and commercial/flex space on the site would likely require further subsidy beyond infrastructure and land costs, and that ownership residential units may be more feasible as a short-term option for parts of the study area. Future analysis will be needed to determine the impacts upon feasibility if developers were to bear some or all of the infrastructure and/or land costs associated with development. These investments would likely be rolled out over a multi-phased, long-term process.

PUBLIC INPUT

Among those who attended the Open House and filled out the comment cards, Scenario 3 was the preferred choice. Of the 17 cards that were returned, eight people identified this scenario as their preferred choice and another three said they would support that scenario. Many respondents expressed concerns about density, others were concerned about traffic, and some stated a preference for market-rate housing and/or ownership over rentals. A few noted that townhouses were not a good option for Brockton as the prices were unfavorable compared to new single-family homes. A minority did prefer a higher density of housing with a mix of uses.

Attendees at the Open House were asked to rate the importance to them of several components of the scenarios. The components were as follows:

- Mix of market rate and affordable housing options
- Multifamily housing
- Pedestrian path connecting Puffer Playground and Snow Park
- Commercial Flex uses
- Mixed-use along Court Street
- Landscape treatments for stormwater/flood storage
- Clean-up of Trout Brook

Fourteen people rated Landscape treatments for stormwater/flood storage and thirteen people rated Clean-up of Trout Brook and Pedestrian path connecting Puffer Playground and Snow Park as Very Important. Ten people rated Commercial Flex uses as Very Important. Nine people rated Multifamily

housing as Not Important, which is consistent with the preferences noted above. General comments include a preference for a police station in the Study Area and having a mix of businesses. Some people were excited by the greenway; one person was not. One person wanted the opportunity for current residents who abutted the Study Area to buy additional land to expand their property.

PREFERRED PLAN

After the Open House, the scenarios were revisited to develop a single preferred plan Figure 13). This preferred plan combines several land uses to transition the area from the density of the downtown to the lower density of the neighborhood.

PLAN OBJECTIVES

The objectives of this plan are as follows:

- Develop a major underutilized site that is adjacent to the Downtown, within walking distance of multimodal public transit, and currently separate existing neighborhoods from the Downtown
- Mitigate existing environmental contamination to the level appropriate for the type of development
- Add a mix of commercial flex uses and residential uses to this area to support jobs and market-rate housing, strengthening the existing neighborhoods and increasing the ability to revitalize the Downtown
- Create a multi-use path (Figure 12) that connects Puffer Playground to Snow Park along the eastern edge of Trout Brook to provide an amenity for a neighborhood that does not have access to public open space
- Expand open space along the regulatory floodway to provide stormwater management and flood storage capacity for an area that regularly floods
- Remove invasive species from the 25-foot buffer along Trout Brook

The BRA intends to acquire the appropriate land, seek funding sources to close financing gaps, and work with one or more developers to achieve the objectives of this plan. This plan will be developed into an urban renewal plan under Massachusetts General Laws 121B and 760 CMR 12.00, as amended in May 2018, to achieve these objectives.

PROPOSED LAND USES

Along the rail tracks, commercial flex will add additional space for businesses and jobs to support the overall economy of the City and the specific economy of the downtown by providing demand for food, goods, and services.

Multifamily development along Court Street provides residential units within easy walking distance of commuter rail and bus services. The demand for goods and services from the residents of these units will also help support further revitalization of the businesses along Main Street. Active ground floor uses, such as a café or small convenience store could support the needs of both residents and commuters.

In this area, a site has been reserved for a potential public safety building for a new police station. This site is one of two that the City is considering. If this site is not used for a municipal purpose, it could also become commercial flex. The presence of hazardous materials, as those conditions are understood today, would prevent residential uses without additional environmental remediation of the site.

Trout Brook becomes a significant asset to this area. Removing

Figure 12: Cross-Section of Multi-use Path

Preferred Plan

- Residential Apartments: 250-300 units (3-6 years); monthly rent: $1,350-$1,900/month
- Single-Family Detached Houses: 31 lots; sale price: $305,000 to $335,000
- Commercial Flex: ~185,000 square feet; annual rent: $8/square foot/year triple net
- Retail/Office Ground Floor: 14,150 SF

Figure 13: Preferred Plan

trans and invasive plants will help restore the function of the brook. To the west of Trout Brook, this plan identifies flood storage areas to help mitigate existing and anticipated flood conditions. The east side of the Book would become a shared pathway for pedestrians and bicyclists. This pathway would connect Puffer Playground to the north of the CSX site and Snow Park to the south of the site. This pathway becomes a significant amenity for several neighborhoods in the area.

To the east of the pathway, the preferred plan includes a local playground, connected to the multi-use path, an single-family development that knits the existing neighborhood together by extending streets now unconnected to each other. The additional connections will create more access to public transit by fostering a better pedestrian network.

PROPOSED DEVELOPMENT VOLUME

The anticipated development scenarios are shown in Figure 13. Note that under current market conditions, some of these proposed uses may require additional subsidies and/or creative financing to stimulate redevelopment. In particular, additional multifamily units will create higher risk and a longer absorption period.

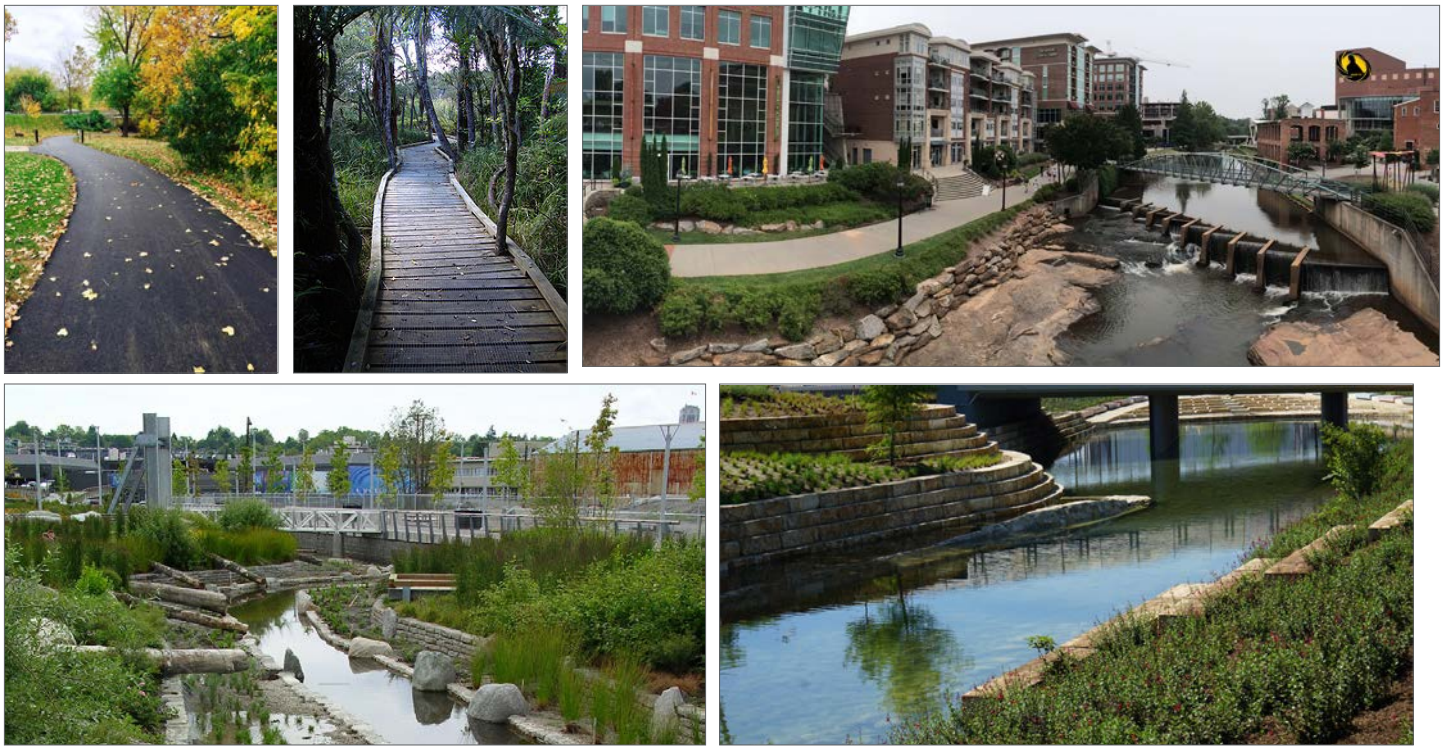
- Residential Apartments: 250-300 units (3-6 years); monthly rent: $1,350-$1,900/month
- Single-Family Detached Houses: 31 lots; sale price: $305,000 to $335,000
- Commercial Flex: ~185,000 square feet; annual rent: $8/square foot/year triple net
- Retail/Office Ground Floor: 14,150 SF

NEXT STEPS

The City should consider the following steps to take advantage of the analysis in this document.

- Transform this report into a full urban renewal plan under M.G.L. Chapter 121B and 760 CMR 12.00. The skeleton of such a plan is provided in the next section, but additional work and analysis is required to turn this document into a full plan. Specific potential acquisitions must be identified, and a more complete financial plan is required.
- Continue planning and public engagement to determine preferences for the Trout Book Walkway. The pedestrian path connecting Puffer Playground and Snow Park along Trout Brook received positive feedback at the Open House. These illustrative plans do not show a significant level of detail; missing pieces include the pathway width, material, specific location, and appropriate street furniture, lighting, and landscaping. The walkway plan could also include planning to integrate the flood storage area envisioned adjacent to the regulatory floodway.
- Work with potential developers to gauge interest in these scenarios. The scenarios shown here represent mix-and-match possibilities for several different land uses and parcel and building configurations. The City can use this report as a tool to initiate discussions with developers, property owners, and business owners about future development in this area.
- Continue conversations with CSX about the future of the land. The City has been in contact with CSX during this process, but those conversations should continue.
- Investigate funding sources for remediation and redevelopment. Funds exist for brownfield redevelopment, park creation, flood/stormwater management, public infrastructure, and other actions envisioned by this plan. For certain development possibilities, a financing gap exists. The City should work with developers, MassDevelopment, and other organizations with access to funds to create a finance package to support future development.

Examples: Multi-use Paths



Example: Cross-Section of Conceptual Crosswalk

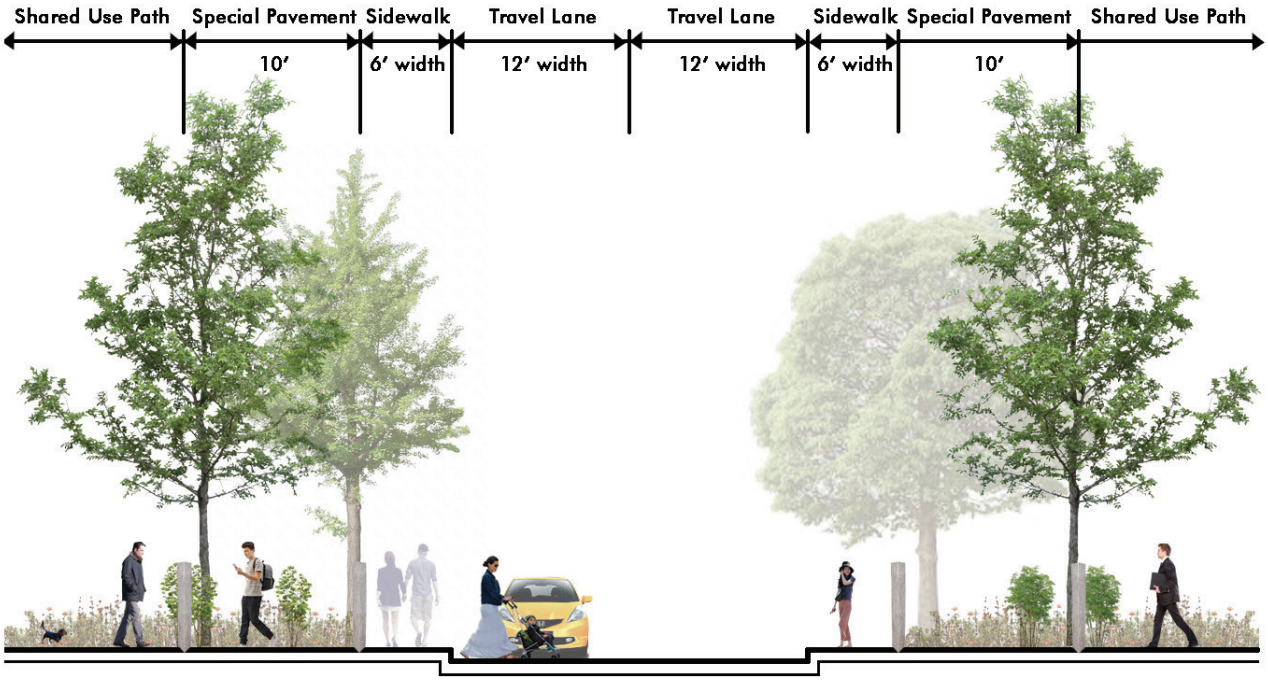


Figure 14: Examples of Pedestrian Improvements

HARRIMAN RKG

BROCKTON
DOWNTOWN ACTION STRATEGY

CSX SITE MASTER PLAN STUDY
APPENDIX A: EXISTING CONDITIONS
JUNE 2019

SOURCE: GOOGLE EARTH

Prepared for
The City of Brockton
MassDevelopment

Prepared by
Harriman
RKG Associates

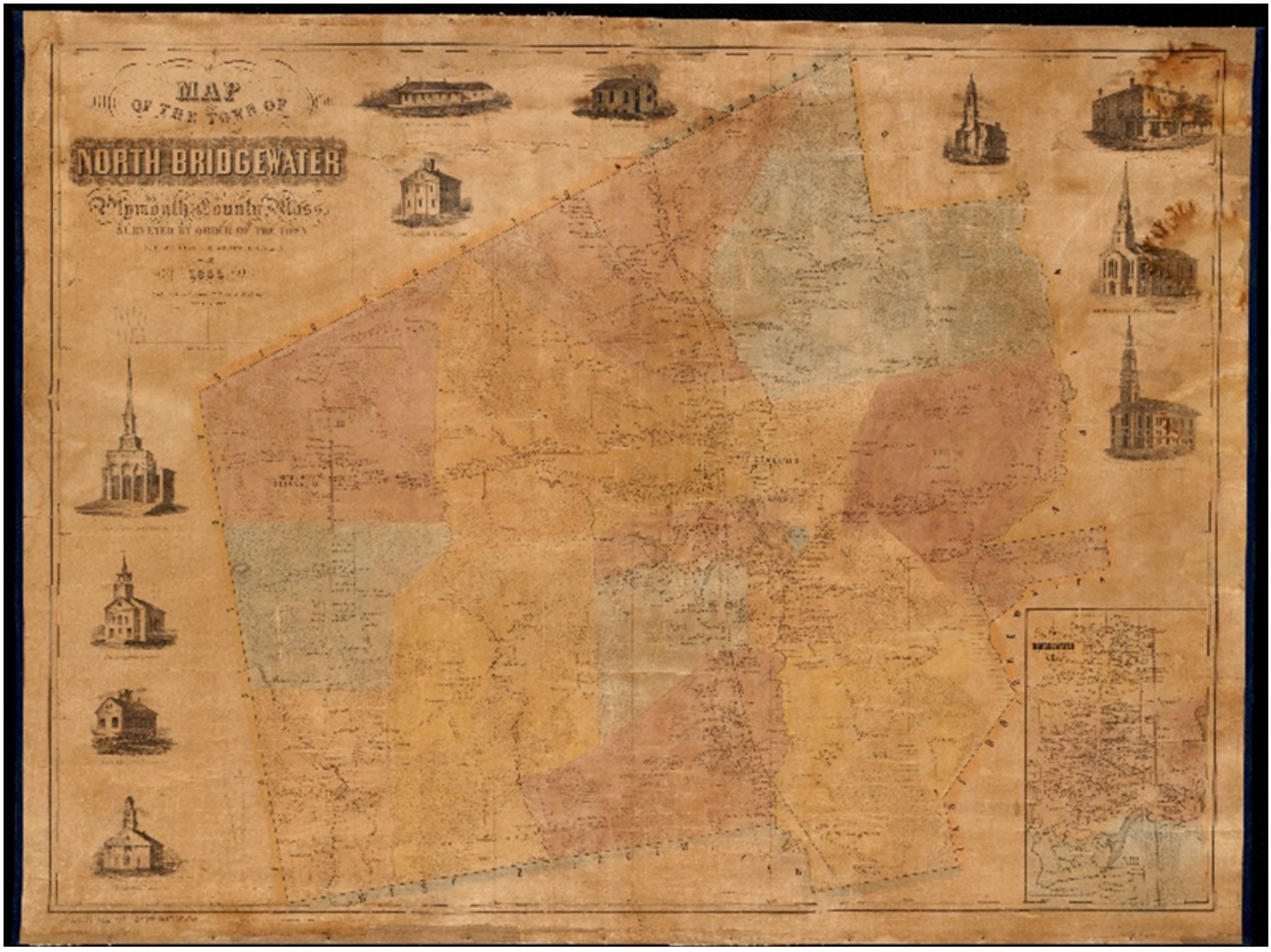


Figure A-1: 1853 North Bridgewater Map

SOURCE: NORMAN B. LEVENTHAL MAP CENTER COLLECTION

EXISTING CONDITIONS

DESCRIPTION OF THE PLAN AREA

The CSX Site is the a former railyard for freight rail, bisected by Trout Brook. This site is within Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

Table 1 provides a summary comparison of the Study Area's parcels with respect to the City of Brockton, overall. The 66.1-acre Study Area is composed of 47 generally undeveloped parcels (Figure 16). The majority of built structures are located within the southern portion of the area.

Table A-1: CSX/Trout Brook Study Area Snapshot

	Proposed Study Area	City of Brockton	Study Area as % of City of Brockton
Total Number of Properties	47	3,015	1.6%
Total Acres (not including public road or rights-of-way)	66.1	11,428.6	0.6%
Total Valuation ($000s)	14,063.0	6,685,792.5	0.2%

Source: City of Brockton Office of the Assessor (2016)

HISTORY OF THE AREA

Brockton, formerly North Bridgewater, was generally an agricultural community from its founding in the 17th century until the 19th century and became a center of manufacturing during the industrial revolution of the 19th century. The Fall River Railroad, seen in Figure 12 running parallel to Main Street and Montello Street, was put into operation through North Bridgewater's town center in December 1846. The current CSX site was near North Bridgewater Village. The town and its villages had become a well-known shoe and boot manufacturing center by the Civil War era, and the town of Brockton and its villages were assembled and incorporated as a city in 1881.

During the height of success for the manufacturing facilities and following the passage of the Massachusetts Grade Crossing Act in 1890, Brockton removed all of the city's grade crossings. Ten masonry arches were constructed in 1896; these arches appear on the Inventory of Historic Assets of the Commonwealth. The Massachusetts Cultural Resource Information System (MACRIS) lists two structures just outside the boundary of the Study Area. The Elliot Street Bridge (BRO.930) and the Court Street Bridge (BRO.931), also known as the Old Colony Railroad Bridge and Brockton Viaduct, were constructed in 1896 and designed by architects Holbrook, Cabot, and Daly.

The CSX property was the location of the Brockton freight yard, which acted as a secondary freight rail facility for CSX. As the manufacturing base faded throughout the 1900s, infrastructure for automobiles increased, such as linkages to the interstate network with Route 24 and its interchanges. By the late 1900s, many former commercial and industrial areas were substantially underused. CSX relocated its rail yard activities near Boston to Worcester (for intermodal containers) and Westborough (for bulk/carload shipments), and the site has not been used as a rail yard since the 1980s. A warehouse facility that received freight rail service at the site also ended operations many years ago.

INVENTORY AND OWNERSHIP

The database maintained by the City's Assessors office provides information about the ownership and valuation of land and buildings within the city. The 47 parcels within the Study Area are owned by 26 different entities (see Figure 16). The City of Brockton (eight parcels, 6.4 acres) and "Evans Daniel R Jr Trustee" (six parcels, almost 2.5 acres) own the greatest number of parcels. Consolidated Rail Corp is the largest land owner (two parcels, 31.4 acres) within the Study Area.

Table 2 contains data from the City's Assessors Office on a parcel-by-parcel basis, including data on the age, size, ownership, and valuation of the buildings and land.

Table A-2: Ownership and Parcel Characteristics within Study Area

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($)	Condition
151-010	0 Centre St	City of Brockton	0.05		0	2,180	
151-009	0 Court St	City of Brockton	0.38		0	12,260	
151-030	189 Court St	Assc of Brockton Charities Inc	0.13	5,730	1910	120,730	
163-015	188 Court St	One Eighty Eight Court	0.17	2,832	1930	135,100	
163-016	0 Court St	Barnes Gwendolyn W	0.14		0	1,900	
163-017	202 Court St	Barnes Gwendolyn W	0.15		1925	215,000	
163-011	170 Court St	Club National Franco American	0.65	3,600	1983	248,060	
163-003	0 Court St	Borgatti Raoul F Jr Tr	0.64		0	134,830	
163-018	10 Peckham St	Olitsky Benjamin J	0.52		1925	202,600	
163-003R	0 Court St	Borgatti Raoul F Jr Tr	0.34		0	11,670	
163-600-671	146 Court St #206	Interstate Services Corp	0.99		2006	89,180	
163-010	27 Freight St	Kelly Michael J Trustee	0.42	6,636	1976	211,300	
163-020	22 Peckham St	Olitsky Benjamin J	0.27		1882	146,400	
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.40	17,584	1957	360,000	
163-273	0 Court St	Evans Daniel R Jr Trustee	0.15		0	69,000	
163-038	18 N Manchester St	Walker Caren	0.15		1925	294,400	
163-009	35 Freight St	Briscoe Baling Corp	0.25	4,800	1976	164,900	
163-255	20 Putnam St	Parker Brian C Trustee	0.33	4,480	1967	225,200	
163-012	180 Court St	Verizon New England Inc	1.96	111,370	1980	5,067,770	
163-013	0 Court St	City of Brockton	0.19		0	6,790	
163-014	0 Court St	City of Brockton	0.33		0	3,200	
163-032	238 Court St	Fiske Grenier Inc	0.53	7,373	1920	508,000	
163-039	22 N Manchester St	Pires John	0.15		1925	291,600	
163-263	0 N Manchester St	Evans Daniel R Jr Trustee	0.13		0	1,800	
163-040	26 N Manchester St	Depina Joao B	0.14		1925	293,600	
163-254	0 Court St	Verizon New England Inc	0.93		0	207,430	
163-042	0 N Manchester St	Evans Daniel R Jr Trustee	0.14		0	68,300	
163-021	204 Court St	Haitian Assembly F God Brockton Inc	2.04	15,790	1975	576,800	
163-041R	32 N Manchester St	Evans Daniel R Jr Trustee	0.97	12,246	1930	362,600	

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($)	Condition
163-264	0 N Manchester St	Evans Daniel R Jr Trustee	0.31		0	4,300	
163-043	42 N Manchester St	Augustin Jaques	0.14		1925	255,900	
163-007	0 Freight St	Briscoe Baling Corp	1.20		0	41,890	
163-044R	0 N Manchester St	City Of Brockton	0.63		0	26,070	
163-006	0 Freight St	Briscoe Baling Corp	1.93	10,696	1930	294,900	
163-044	46 N Manchester St	Evans Daniel R Jr Trustee	0.76		0	108,440	
163-256	0 Freight St	Fenton Associates LLC	5.36		0	343,960	
163-193	135 Elliot St	Fenton Associates LLC	2.66	19,893	1971	565,300	
163-207	158 Elliot St	Desruisseaux Marie	0.15		1962	181,000	
163-192R	0 Elliot St	Consolidated Rail Corp	30.81		0	978,680	
163-206	0 Elliot St	City of Brockton	0.18		0	4,600	
163-214	11 Carter St	Watson Barbara Desilus	0.16		1976	139,100	
162-081	130 Elliot St	Savino Joseph W Trustee	1.73	3,920	1940	348,600	
163-216	12 Carter St	Lantimo Gerty	0.14		1964	166,900	

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value ($)	Condition
163-223	3 Teele St	Diliddo Joseph	0.09		1972	154,800	
163-215	0 Carter St	City of Brockton	0.54		0	7,600	
163-224	0 Teele St	City of Brockton	4.12		0	392,940	
163-001	0 Court St	Consolidated Rail Corp	0.57		0	15,400	

Source: City of Brockton Office of the Assessor (2016)

EASEMENTS

Public rights-of-way (Figure 15) provide access to the Study Area from Elliot Street in the north, Parker Street and Boyden Street in the eastern portion of the area, and from Plymouth Street and several dead-end streets off of Court Street in the southern portion. The western boundary of the Study Area is a railroad right-of-way. Several easements for passageways, sewer, gas, and Trout Brook are found throughout Study Area.

PUBLIC TRANSPORTATION

The City of Brockton has three commuter rail stations on the Middleborough/Lakeville Line: Brockton, Campello, and Montello. The Brockton station is closest to the Study Area; the platform is approximately a quarter-mile from the center of the site. Brockton is Zone 4; a monthly pass costs $263 and a one-way ticket is $8.25. Parking is managed by the Brockton Area Transit Authority (BAT) and $4 per day.

On weekdays, the commuter rail has 12 inbound trips to South Station per day, beginning at 5:41 am and ending at 9:46 pm. A one-way trip is approximately 35 minutes. The last train from South Station leaves at 11:04 pm. On weekends, there are eight inbound trips, beginning at 7:11 am and ending at 9:44 pm. The final trip from South Station is 11:11 pm. A one-way trip is approximately 23 minutes.

BAT also provides bus service in this area. The BAT Intermodal Transportation Centre, which includes commuter parking, is adjacent to the Brockton station and therefore within reasonable walking distance of most of the Study Area.

Residents and employees within the Study Area have access to all the BAT routes, including those to Boston (Ashmont Station), Stoughton, and Rockland. BAT also offers DIAL-A-BAT and ADA Door to Door services to help elderly and disabled customers. Fares for local buses are $1.50 per ride, with for full fare, students, and reduced fare for the elderly and disabled. BAT buses also accept the CharlieCard.

VEHICULAR TRANSPORTATION

The Study Area is generally bordered by Elliot Street to the north, North Cary Street to the east, Court Street to the south and the rail tracks to the west. Two streets (Moody and Boyden) connect the interior of the site to North Cary Street. Eight streets (Freight Street, Putnam Street, Peckham Avenue, North Manchester Street, Taber Avenue, William Avenue, Parker Street, and Gardner Avenue) connect the interior of the site to Court Street. Plymouth Street connects the southern portion of the site to Court Street. The majority of these streets serve residential neighborhoods; Freight Street, Putnam Street, Peckham Avenue, North Manchester Street also serve industrial and commercial uses.

Route 28/Montello Street runs to the west of the rail tracks and is the closest major road to the site. Route 123/Centre Street runs parallel to the Study Area about a block to the south. Vehicular access to the BAT Intermodal Transportation Centre and the commuter rail station is available from either Route 123/Centre Street or Court Street. Route 28 is a north-south connection, linking Cape Cod to the New Hampshire border. Route 123 is an east-west connection, linking Rhode Island to Scituate. Both routes provide access to truck traffic. The Study area is approximately 2.25 miles from the interchange with Highway 24, which connects to I-93 in just under eight miles.

Truck circulation is limited by the height of the historic bridges at Court and Elliot Streets.

AIR TRANSPORT

Brockton no longer has an active airport. Logan International Airport is approximately 25 miles away. T.F. Green Airport in Rhode Island is approximately 53 miles from Brockton. The closest regional airport is Norwood Memorial Airport, approximately 18 miles away.

FREIGHT

CSX runs one train per day during the week at off-peak hours (so as not to conflict with commuter rail operations). No current freight operations take place within the Study Area.

EXISTING USES

The redevelopment area has a variety of land uses, as identified by the City's geographic information system (GIS) layers: residential, commercial, forest, industrial, open land, and water (see Figure 17).

Residential uses are found within the southern portion of the redevelopment area. Multi-family residential buildings are found on Court Street. Additional residential buildings are found adjacent to the southeastern portion of the study area, and along Elliot Street, Carter Street, and Teele Street.

A small amount of commercial use is found within the Study Area on North Manchester Street, and adjacent to the Study Area on Court Street.

A significant portion of the largest parcel within the Study Area is identified as being forested land. However, CSX Transportation worked with the City to clear the forested land during the summer of 2016. The City's GIS data does not reflect this land use change.

Industrial uses are found along Freight Street, North Manchester Street, and Court Street within the southern portion of the Study Area, and two parcels along Elliot Street. A few additional industrial uses are found adjacent to the Study Area along Elliot Street, Court Street, and Plymouth Street.

The City's GIS data indicates open land is found along the northern portion of the Study Area and a small portion at the end of North Manchester Street. The location on North Manchester Street is a parking lot serving the neighboring industrial use. The forested land within the Consolidated Rail Corp parcel adjacent to the Elliot Street parcel with open land

could be recategorized as open land following the vegetation clearance in 2016.

The current land uses within the Study Area include undeveloped land; however, there is no designated open space for active or passive recreation within the Study Area; however, the Study Area near two parks, Puffer Playground to the north and Snow Park to the south.

CURRENT ZONING

The zoning districts in this redevelopment area are Single-family Residential, Multi-family Residential, and General Industrial. The location of these three districts is depicted in Figure 18. Table 3 and Table 4 describe the dimensional standards and the permitted uses, respectively.

Brockton's zoning ordinance includes three single-family zoning districts. The associated dimensional standards provide for relatively low densities and a development pattern typically associated with suburban communities.

The multi-family residential zones include categories for two-family and three-family housing, and for greater densities.

The four industrial zoning districts correspond to increasing intensity of uses and potential impacts. The I-2 zone within the Study Area allows a wide-variety of commercial uses including light manufacturing and heavier manufacturing, distribution, contractor yards and other uses.

Table A-3: Dimensional Standards within the CSX Study Area

	R-1C	R-3	I-2
Principal Building Height	2½ stories or 35 feet	3 stories or 45 feet*	5 stories or 60 feet
Minimum lot size (square feet)	30,000 single family	7,500 single family 10,000 two-family 12,000 for first three units in multifamily and then 2,000 for each additional unit over 3	None
Minimum lot frontage (feet)	175	100	None
Front/Side/Rear Yard Minimum (feet)	30/15/30	20/10/25 One, two and three family; 35/20/50 Multi-family	20/none, except abutting Residential Zones, then 10 feet/ none, except abutting Residential Zones, then 35 feet
Maximum lot coverage	25%	30% One, two and three family; 25% Multi-family	75%
Off-street parking	1 space per housing unit	2 spaces per housing unit	Specified by use; manufacturing, industrial and general commercial uses not otherwise specified 1 space for each 5 employees in the maximum working shift
Minimum Green Space	25%	25%	5%

Table A-4: Permitted Uses and Special Uses within the CSX Study Area

R-1C	R-3	I-2
Permitted Uses		
Single-family detached dwellings; Public, private and business schools, parochial schools, libraries and public museums; Churches and similar places of worship, parish houses, convents and cemeteries; Public parks and playgrounds; Family day care homes	R-1C uses; Two- and three-family dwellings; Multi-family	Wholesale business, storage and warehousing; New vehicles sales and service; Woodworking, furniture repair and custom upholster, metal working, painting contracting, electrical contracting, plumbing contracting, dye casting and manufacturing; Wholesale bakeries, dairy processing plants, bottling plants; Boat sales; Manufacturing of awnings, venetian blinds and shades; Truck terminals; Large scale laundry, dry cleaning and dyeing plant; Business service shop; Offices; Banks or lending institutions; Parking lot or parking garage; Radio and television broadcasting stations, studios and offices; Testing or research laboratory; Printing or engraving; Public utility services and structures; Governmental or public service uses; Light manufacturing; Manufacture of food products; manufacture, assembly, packing or treatment of articles or merchandise from previously prepared materials, except fertilizers; Distribution plants, parcel delivery and similar service industries; Glass and textile manufacturers; Lumber and building material sales and storage yards; Contractors equipment, sales and service; Tool, die and pattern making and other machine shop operations; Bulk storage of petroleum and similar fluids; Boat building; Railroad yards or terminal facilities; Alternative energy or renewal energy research and development facilities; Alternative energy or renewal energy manufacturing facilities; Alternative energy or renewal energy generation, except for biomass
Permitted Special Uses		
Municipal buildings; Public utility installations; Philanthropic and eleemosynary uses or institutions; Private and nonsectarian licensed day nursery, nursery school and kindergarten; Kennels; Pay telephones; Family day care home; Mobile home elderly community	R-1C special uses; Hospitals and nursing homes; Family day care home; Large family day care home	Restaurants to serve the employees of the principal uses in the area; Retail sales of goods manufactured or processed on the premises; Uses accessory to, and necessary in connection with, scientific development or related production when such principal use is permitted as of right; Pay telephones; Retail store or shop; Gasoline stations; Any extractive industry involving removal of natural resources

OTHER REGULATORY REQUIREMENTS

DOWNTOWN IMPROVEMENT FINANCING DISTRICT (DIF)

The City established the Downtown Brockton DIF (Figure 19) in 2015 to promote redevelopment in the downtown. Funds from improvement to properties within the DIF support public investment in the downtown to improve the streetscape, provide off-street parking, and enhance services to the area.

FLOODPLAIN DISTRICT

The Floodplain District includes all special flood hazard areas designated by FEMA as Zone A or AE (Figure 20). The Environmental Conditions section, below, shows Trout Brook and the land along side are designated as FEMA Zone AE. The permitted uses within the Floodplain, Watershed and Wetlands Protection Zone include conservation of water, plants and wildlife; outdoor recreation not requiring development or landscape alteration in conflict with the purposes of the zone; and using land in the district to meet up to 60% of the lot area requirements for uses allowed in the underlying zone.

In addition to complying with the Floodplain, Watershed and Wetlands Protection Zone, all development must comply with Chapter 131, Section 40 of the Massachusetts General Laws; sections of the Massachusetts State Building Code (780 CMR) which address floodplain and coastal high hazard areas; Wetlands Protection Regulations, Department of Environmental Protection (DEP); Inland Wetlands Restriction, DEP; and Minimum Requirements for the Subsurface Disposal of Sanitary Sewage, DEP.

WETLANDS AND FLOOD ZONES

The Study Area is bisected by Trout Brook (see Figure 20). Both the water body and the area on either side of it are within the Federal Emergency Management Agency (FEMA) AE flood zone, which carries an 1% probability of flooding every year.

In addition, Trout Brook is considered a regulatory floodway in the Flood Insurance Rate Map (FIRM) of Plymouth County.

CSX preserved a 25-foot boundary along Trout Brook that supports vegetation and wildlife. The cleared but disturbed land on the CSX site supports additional wildlife species, including song birds and small mammals.

ACTIVITY AND USE LIMITATIONS

MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45 Freight Street (the Brockton Iron Works). (See Figure 21)

For the former Brockton Freight Yard (Release Tracking Number 4-20771), the proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area). The uses allowed in AUL 1 include the following:

- Commercial and/or industrial uses
- Emergency repair and maintenance of existing utilities within utility easements
- Construction /excavation work managed through the use of a Health and Safety Plan
- Gardening of agricultural crops for human consumption in raised beds with imported clean soil

In AUL 2, the uses allowed include the following:

- Residential uses
- Uses that include exposure by children to the soil either in high-frequency or high-intensity situations such as playgrounds, day care, schools, parks, etc.
- Other private, public, commercial, industrial, or construction activities not permitted in AUL 1.

The proposed AUL includes additional conditions and requirements for both the uses above and proposed changes in uses that should be considered during redevelopment.

The Phase IV RIP at 45 Freight Street (Release Tracking

Number 4-22881 covers Brockton Iron & Steel, a scrap metal facility. Soil conditions include the presence of heavy metals and other environmental contaminants. The Phase IV RIP outlines the remediation actions required; once those are complete, an AUL will be registered that identifies the allowable uses.

PRIVATE WELLS

Table 5 provides a list of private wells within or abutting the Study Area from the Well Driller Portal managed by the Massachusetts Executive Office of Energy & Environmental Affairs (EEA). Additional wells sites may be present; not all were identified by address.

Table A-5: Private Wells

Well Number	Address	Type	Depth (in feet) Total/Depth to Bedrock/to Water Level
2843	120 Court Street	Monitoring	13/0/6
133034	146 Court Street	Monitoring	12/0/4
146976	146 Court Street	Geoconstruction	0/0/9
289624	180 Court Street	Monitoring	15/0/8
289748	180 Court Street	Monitoring	15/0/8
290960	170 Court Street	?	205/72/0
109839	135 Elliot Street	Monitoring	14/0/0
250467	1 Freight Street	Monitoring	22/0/10
290812	Moody Street	Domestic	32/13/8
290811	Moody Street	Domestic	42/13/10
289736	99 North Cary Street	Irrigation	200/30/8
290202	Parker Street	?	15.67/0/0
290738	Taber Avenue	Domestic	160/25/20
290736	Taber Avenue	Domestic	320/16/20
290832	Taber Avenue	Domestic	100/29/14
290816	Williams Avenue	Domestic	220/48/14

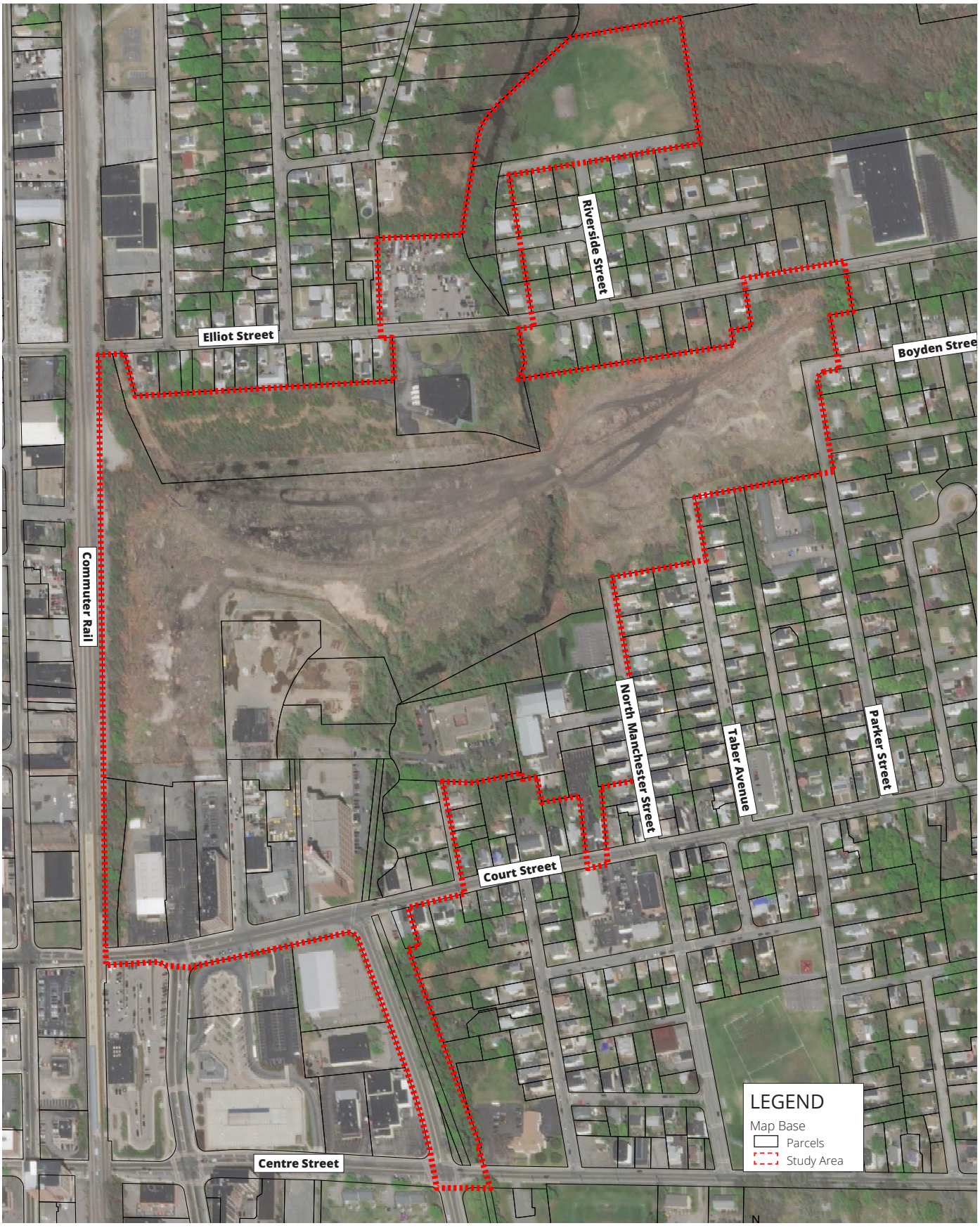


Figure A- 2: Study Area

Figure A-3: Property Lines and the Footprint of Buildings

Figure A-4: Thoroughfares, Public Rights-of-Way, and Easements

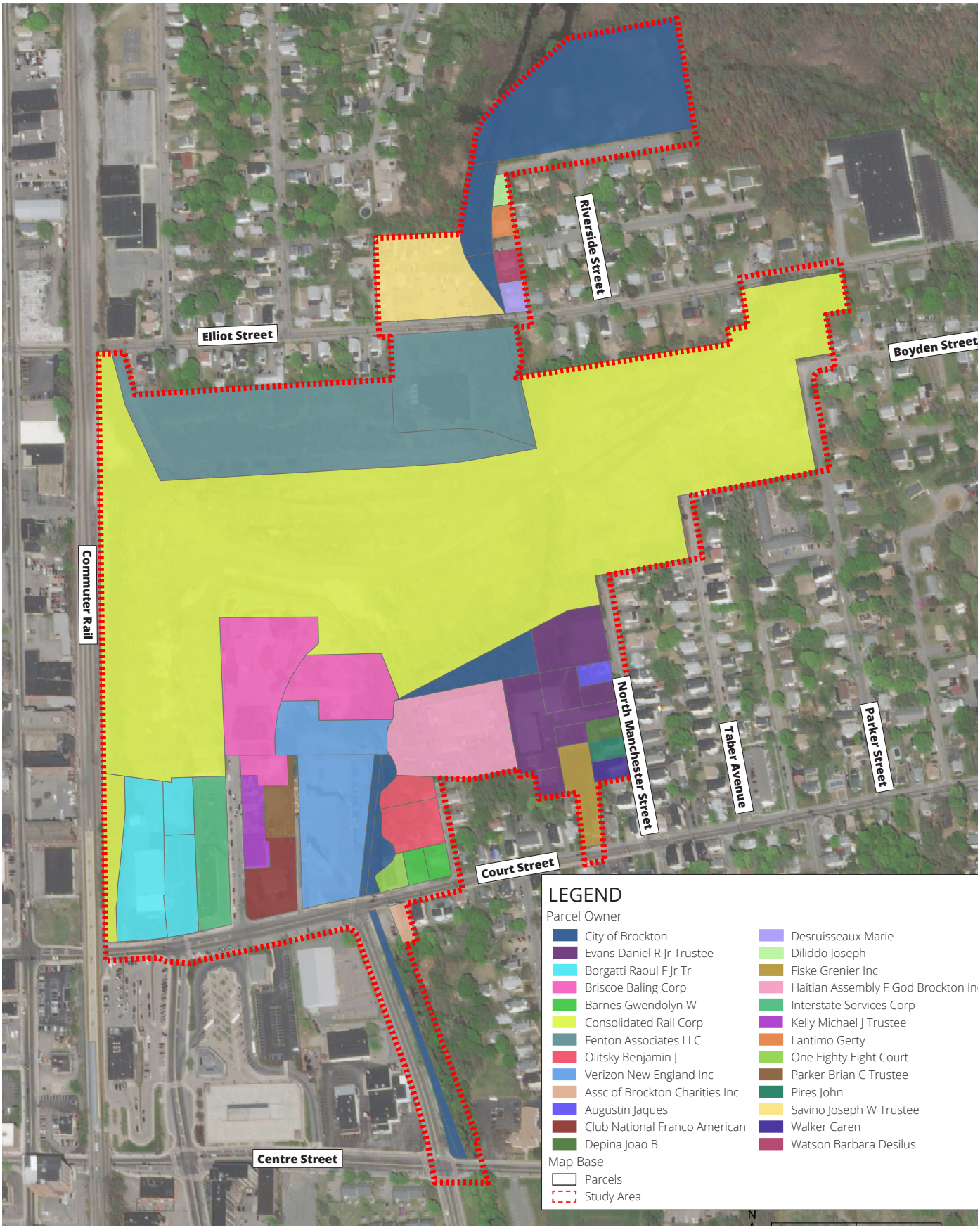


Figure A-5: Parcel Ownership within CSX Study Area

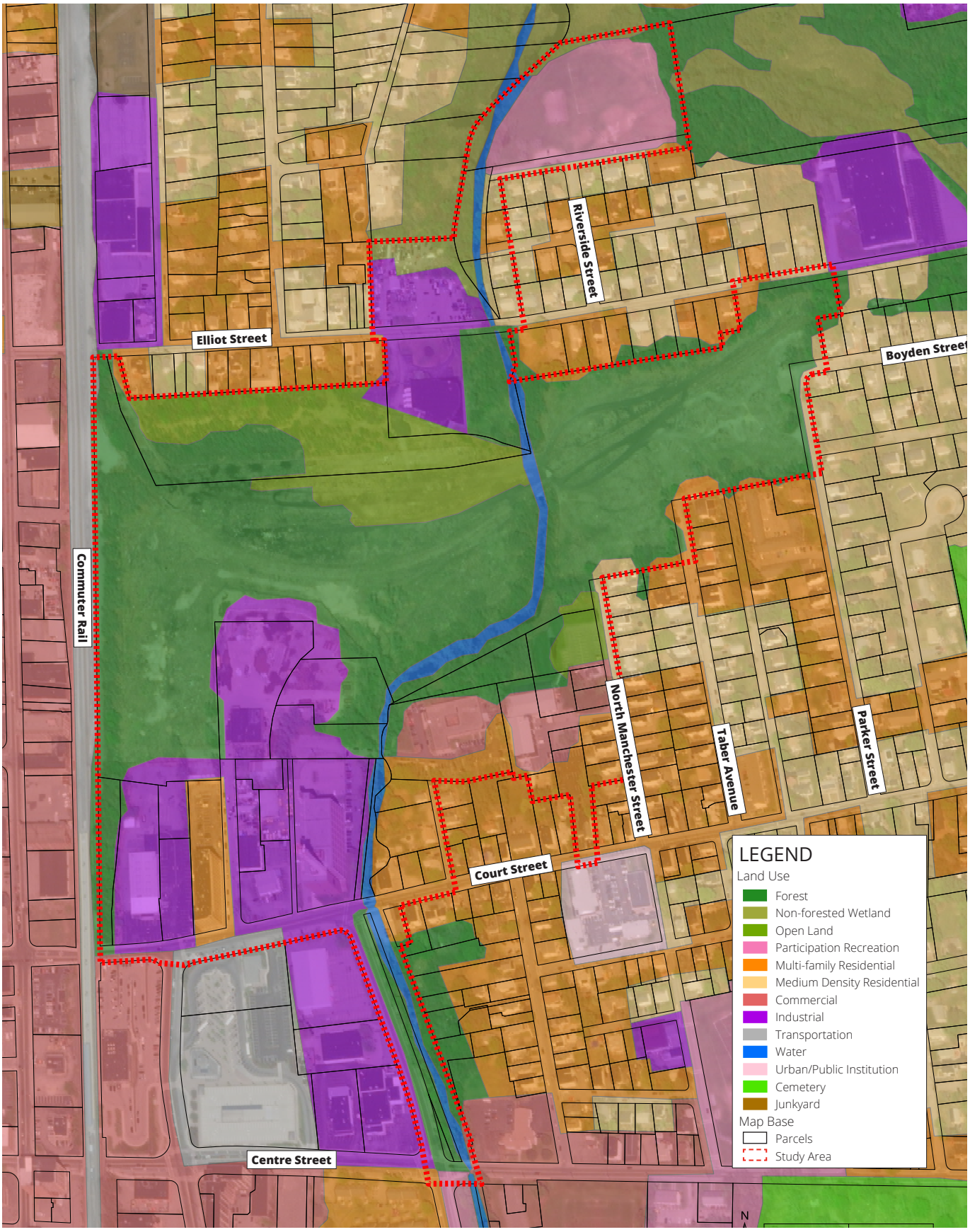


Figure A-6: Existing Land Uses

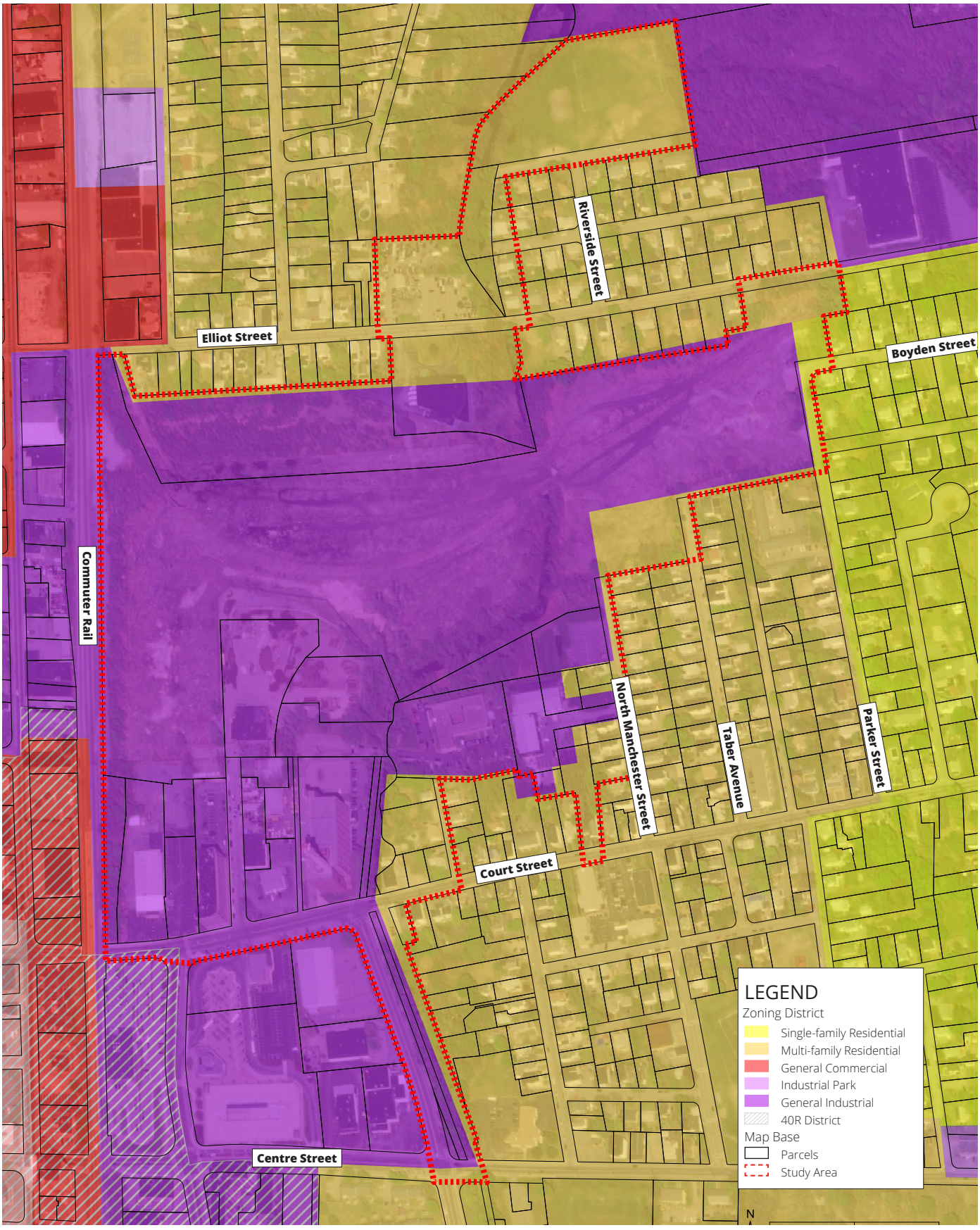


Figure A-7: Current Zoning

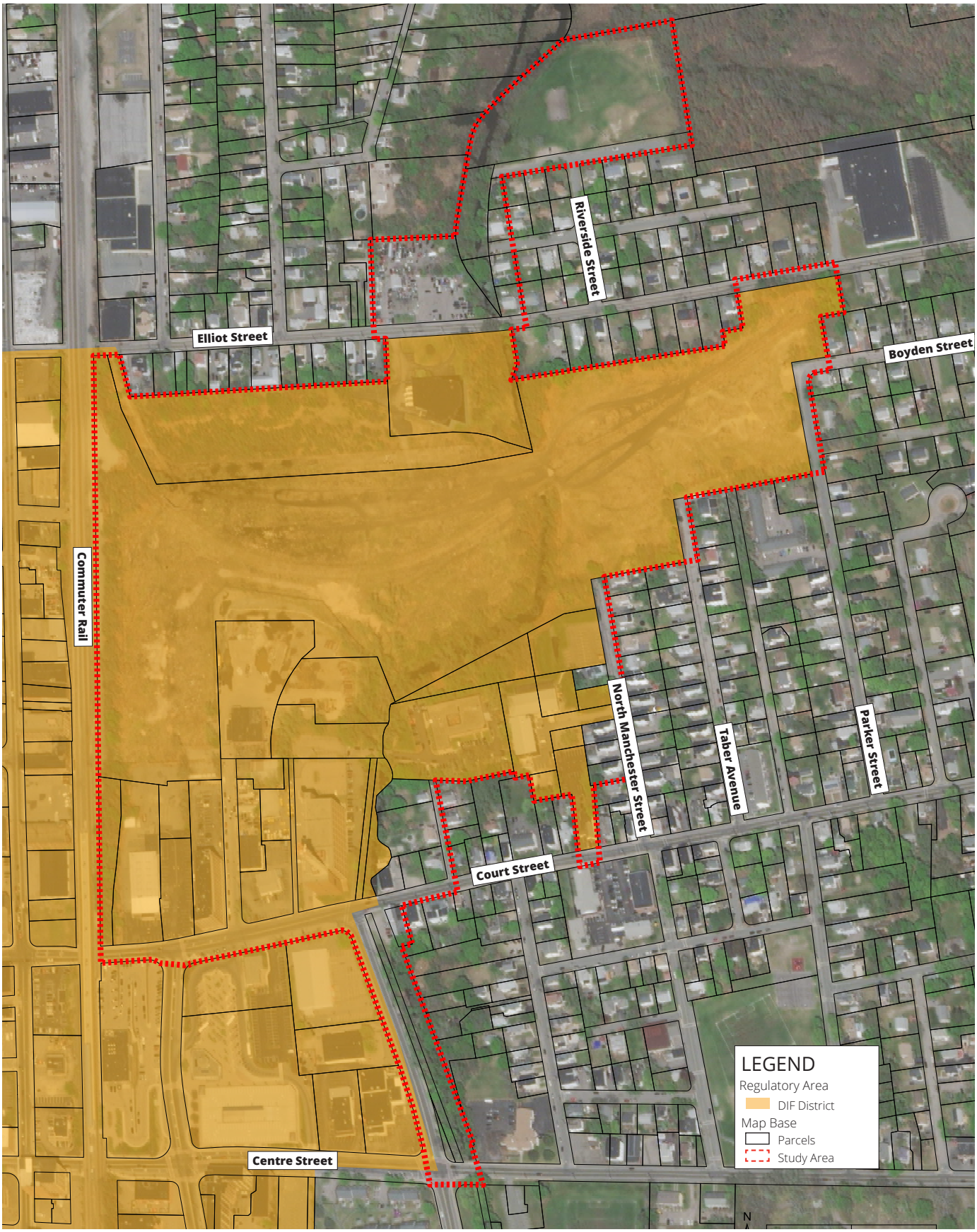


Figure A-8: DIF District

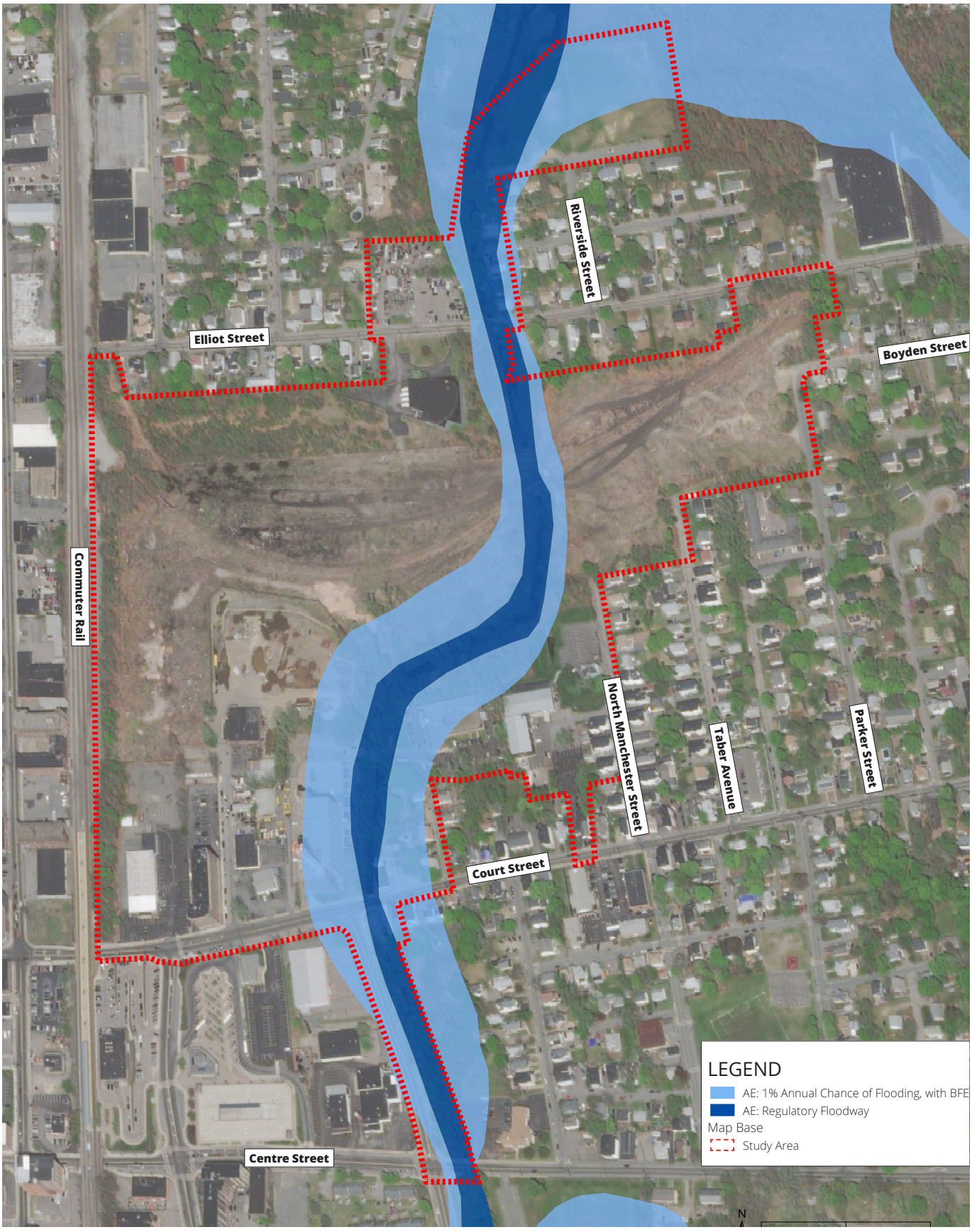


Figure A-9: FEMA Flood Zones

Figure A-10: Environmental Conditions

HARRIMAN RKG

BROCKTON
DOWNTOWN ACTION STRATEGY

CSX SITE MASTER PLAN STUDY
APPENDIX B: MARKET ANALYSIS
JUNE 2019

SOURCE: GOOGLE EARTH

Prepared for
The City of Brockton
MassDevelopment

Prepared by
Harriman
RKG Associates

BROCKTON CSX MASTER PLANNING STUDY

Existing Conditions and Market Analysis

Prepared by
RKG Associates
76 Canal Street
Suite 401
Boston, MA 02143
617.847.8912

November 2018

Prepared for Harriman

RKG Associates, Inc. is a multi-disciplinary consulting firm, founded in 1981. We serve private, public, and institutional clients and provide a comprehensive range of advisory, planning, marketing, and management services throughout the US and around the world.

We're proud that the projects we're involved in are projects that get built – projects that happen – projects that work.

RKG is headquartered in Alexandria, VA, and has offices in Boston, Atlanta, Dallas, and Durham, NH.

This report was led by:

Eric Halvorsen
Vice President and Principal

Ryan Kiracofe
Urban Planner & Real Estate Market Analyst

RKG

EXECUTIVE SUMMARY

RKG Associates was retained Harriman, in partnership with the City of Brockton, and MassDevelopment, to complete an economic analysis of the "CSX Site" and 35 adjacent parcels (together, the "Study Area").

This first deliverable consists of an analysis of existing demographic and economic conditions for Brockton, and the market conditions for a variety of uses in the city and specifically in its downtown. It includes an analysis of broad demographic and economic trends, a review of real estate development trends in Brockton, and summaries of the potential markets for industrial, residential, and commercial uses on the site.

KEY FINDINGS

Brockton is reported to be a challenging market for ground-up development of almost any type due to the area's below-median incomes and real and perceived quality of life issues. These factors are reported to be especially pronounced in the immediate area around the study site.

The area has seen several high-profile multi-family residential projects take root in recent years, led by firms that have relied heavily upon creative financing mechanisms. While absorption of units in these apartment buildings has been extremely quick and new buildings are reported to be 100 percent occupied, prevailing market rents are likely still too low to attract most for-profit developers. Asking market rents are in many cases very close to income-restricted affordability thresholds, making it difficult for investors to reach required profit margins despite strong demand for low- and middle-income downtown units.

The Brockton office and industrial markets have seen very little development activity in the last two decades, with few Class A spaces to offer benchmarks for achievable rents. With reported vacancies around 27 percent, Downtown Brockton's highest-end office spaces have asking rents between $16 and $18 per square foot. The city's industrial businesses are almost exclusively small-scale operations involved in "legacy manufacturing," storage, warehousing and distribution. The study area, as discussed in a previous report, has numerous road-related encumbrances that would likely preclude it from any distribution-intensive industrial activity.

While there may be some value for a limited quantity of retail or restaurant frontage along Court Street, other downtown development projects have struggled to lease new space. State employment projections suggest Brockton will not be immune from a shrinking number of jobs in retail.

Brockton's strength as regional center for health care has led to over 13,700 local jobs, making it the city's largest employment sector. That number rose significantly from 2010 to 2016 and is projected by the State to expand further in the decade to come. An expanded medical field, dealing with occupations from patient care to family assistance professionals, will likely increase demand for offices within short distances of the city's two major hospitals. These healthcare jobs can play a role in

growing the city's working-age population, which has mostly stagnated when compared to a rapidly growing elderly population. Leveraging Downtown Brockton's lower cost of living, train connectivity, and availability of space will be key to attracting working professionals that may find the study area's location attractive.

INTRODUCTION & PURPOSE

RKG Associates was retained by the lead consultant, Harriman, to complete a series of economic analyses related to the "Brockton CSX Study." The work will be delivered in three parts. This first deliverable, a Market Analysis, will assess the potential for different uses on the subject property given the city of Brockton's economic and demographic profiles. It includes a review of recent development activity in Brockton, as well as prevailing asking rents and prices for real estate. A second deliverable will provide a more in-depth financial feasibility analysis for three potential development alternatives, and the project's final economic deliverable will provide an action plan and recommendations for the site's best and most feasible uses.

SITE & LOCATION CHARACTERISTICS

On a November 2018 visit to Brockton, the RKG team visited the study area and surveyed the City's downtown to document business composition, vacancy, and conditions. The following site description is based upon our own observations as well as materials provided by the City.

The study site consists of a number of privately-owned parcels across 30-plus acres immediately adjacent to Downtown Brockton and its MBTA Commuter Rail station. It is roughly bounded by the MBTA Commuter Rail line to the west, Elliot Street to the north, Court Street to the south, and a stairstep-shaped property line to the east. The study area's easternmost point is roughly even with Parker Street.

The study area represents a critical opportunity for economic development within Brockton. The CSX-owned parcel that anchors the site is one of the largest undeveloped swathes of land in any large downtown in Massachusetts. Its position directly adjacent to a busy commuter rail station adds to its importance, especially in light of the state's renewed focus on transit-oriented development. The site's proximity to Brockton's tight downtown grid presents challenges for trucking, especially with low-height crossings at the MBTA rail overpass.

While this market study examines the potential for all major types of land use, the site's potential is defined in many ways by the low-density residential neighborhoods that line its north and east edges, and part of its southern edge. The site has an industrial legacy, as a former rail yard, and light industrial uses still comprise much of its southwestern corner, nearest to the MBTA station. Separate from the vacant, sprawling CSX-owned parcel, the study area is home to several commercial parcels with disparate ownership and an array of active business operations. For the purposes of this study, the site's access to all major utilities, including water, sewer, electric, natural gas, and telecommunications infrastructure does not preclude it from any specific land use.

The study site is in the General Industrial (I-2) zoning district. The zoning supports a diversity of uses, either by right or by special permit.[1] The I-2 zoning allows, by right, for the development of offices, storage and warehouses, business service shops, and an array of manufacturing uses. Restaurants and retail uses are allowed by special permit. No residential uses are currently permitted, neither by right nor by special permit.

REGIONAL CONTEXT

Brockton is the largest city in Plymouth County, and shares the county seat with Plymouth. It is the center and economic focal point of both the eight-municipality "Brockton NECTA" (New England City and Town Area) and the ten-municipality "Brockton Workforce Development Area" as defined by Massachusetts' Executive Office of Labor and Workforce Development (EOLWD). These designations suggest that while very much a part of the Metro Boston macroeconomy, Brockton and its neighbors in many ways function as their own independent economic ecosystem. The Brockton Workforce Development Area (WDA) is home to over 96,000 jobs and nearly 8,000 business establishments. [2] Employment in the WDA grew by 8 percent from 2010 to 2017, led by growth in the Construction, Health Care, and Transportation/Warehousing sectors. Today, the area's jobs are highly diverse, with Health Care & Social Assistance (21 percent), Retail (14 percent) and Educational Services (10 percent) representing the largest sectors. Manufacturing jobs account for 6 percent of all jobs in the WDA.

Figure 1: Brockton & the Brockton NECTA

[1] City of Brockton, The Revised Ordinances of The City of Brockton – Appendix C Article IV Permitted Uses

[2] Massachusetts Executive Office of Labor and Workforce Development, ES-202 Report 2017

SOCIODEMOGRAPHICS

POPULATION

In 2016, the population of Brockton was estimated to be 94,813 people, a 1.0 percent increase since the 2010 Census. This growth rate was less than half of that of any other municipality within the Brockton NECTA.[3] The region itself saw its population grow by a modest 2.3 percent, less than the state growth rate of 3.0 percent over that period. Projections from the University of Massachusetts' Donahue Institute estimate that the city's slow growth will continue at rates substantially below the state's.[4] Where the state's population is projected to grow by 2.3 percent from 2015 to 2020 and a further 2.2 percent from 2020 to 2025, Brockton may grow by just 1.3 percent and 0.9 percent over the same periods.

Table 1: Brockton Projected Population Growth by Age Cohort

	2010 to 2015	2015 to 2020	2020 to 2025
20 to 59-year-olds	1.5%	-3.1%	-2.9%
Over 70-year-olds	6.6%	10.3%	9.0%

Sources: UMass Donahue Institute Population Estimates Program; RKG Associates

Much of the future population growth both in Brockton and in the region is expected to occur in the 70 and older cohort, with Brockton's over-70 population projected to grow by 10-plus percent from 2015 to 2020 and a further 9 percent from 2020 to 2025. Brockton's working-age population, roughly defined as from ages 20 to 59, is projected to shrink over the same periods.

The nationwide phenomenon of ageing suburban populations means that more urban areas like Brockton are somewhat isolated from the most severe effects of the trend. While Brockton's recent demographic changes are significant and will require planning to address, the city's population has aged slower than the more suburban-oriented NECTA that surrounds it. Brockton's relatively diverse housing stock, which includes many market affordable units and ample rental opportunities, may be a factor in drawing and maintaining a more age-diverse population than wealthier nearby suburbs.

[3] The Brockton NECTA is comprised of: Easton, Avon, Bridgewater, Brockton, East Bridgewater, Hanson, West Bridgewater, and Whitman.

[4] UMass Donahue Institute Population Estimates Program

Table 2: Population Growth, 2010 to 2016

	Brockton		NECTA	
	2016	2010-2016 % Change	2016	2010-2016 % Change
Total Population	**94,813**	**+ 1.0%**	**196,950**	**+ 2.3%**
14 years and under	20,387	+ 2.0%	37,354	- 1.9%
15 to 19 years	6,434	- 11.9%	15,546	- 6.8%
20 to 29 years	12,798	- 1.5%	27,086	+ 6.4%
30 to 49 years	24,605	- 7.0%	50,516	- 8.3%
50 to 69 years	22,114	+ 12.5%	48,298	+ 13.1%
70 years and over	8,475	+ 13.5%	18,150	+ 24.8%

Sources: US Census Bureau American Community Survey, 2012-2016 5-Year Estimates; RKG Associates

Brockton is also an outlier within its NECTA and Plymouth County in terms of its racial and ethnic makeup. Where no other municipality in the Brockton NECTA has a minority population share of greater than 26 percent, Brockton is a majority-minority community; just 40 percent of its population is white. The city is experiencing rapid demographic change, with a shrinking white population and an increasingly black one. Hispanic/Latino residents make up roughly 10 percent of Brockton's population, representing a 2.4 percent rise from 2010 to 2016.

Table 3: Population Growth by Race, 2010 to 2016

	Brockton			NECTA		
	2016 % Share	2016 Population	2010-2016 % Change	2016 % Share	2016 Population	2010-2016 % Change
Total Population	**100%**	**94,813**	**+ 1.0%**	**100%**	**196,950**	**+ 2.3%**
White	40%	37,501	- 14.5%	65%	128,153	- 4.7%
Black	39%	37,449	+ 18.2%	21%	41,565	+ 21.5%
Asian	2%	1,673	- 20.7%	2%	3,351	+ 10.3%
Latino/Hispanic	10%	9,610	+ 2.4%	6%	12,733	+ 3.9%
Mixed-Race & All Other	9%	8,580	+ 25.3%	6%	11,148	- 4.7%

Sources: US Census Bureau American Community Survey, 2012-2016 5-Year Estimates; RKG Associates

HOUSING & HOUSEHOLDS

Brockton and the surrounding NECTA saw a decrease in the number of households from 2010 to 2016. This is an anomaly versus the Greater Boston region and the US as a whole. Demographic changes across the country have tended to result in a rapidly growing number of households, typically outpacing population growth. This is due in large part to citizens choosing to live in smaller households, often delaying "household formation" by marrying and/or having children later in life, or remaining single. In Brockton, however, the number of households decreased by 1,790 from 2010 to 2016, a drop of 5.3 percent. Losses were seen among almost every type of household: family and non-family households, married and non-married couples, single-resident households and non-family "roommate" households.

While in many cases this development is surely the simple result of households leaving Brockton for other communities, the city's net gain in population from 2010 to 2016 indicates that many residents are reorganizing themselves into larger and fewer households. This may especially be the case among non-family, multi-resident households, or those of unrelated roommates. As many Brockton citizens have continued to struggle with economic hardship, households may be taking on additional roommates or moving in with relatives to save on housing costs.

An extremely limited amount of new housing development may be compounding this phenomenon, as an ageing housing stock has reduced options for residents of all types that wish to stay in Brockton. Between 2010 and 2016 the city lost a staggering 4.6 percent of its total housing units, which now number less than 35,000. Vacancy remained high, growing from 7.3 percent in 2010 to 8.0 percent in 2016, suggesting that many units are in disrepair and in dire need of investment to make them habitable. The recent losses of housing units were seen across building typologies. According to the US Census Bureau, Brockton lost 1,035 single-family detached homes from 2010 to 2016, and 1,005 units in structures with between 10 and 49 units. Despite some new units in high-profile downtown multi-family developments like the Station Lofts and 50 Centre Street, the city had 1,691 fewer units in 2016 than it did in 2010. The vast majority of losses were sustained in owner-occupied housing; large new downtown projects actually helped the renter-occupied housing stock to grow by 5.3 percent. These made up most of Brockton's estimated 205 new housing units created between 2010 and 2016.

Despite an increasing number of renters, Brockton's housing stock remained majority owner-occupied (54.1 percent of all occupied units) in 2016. Even as the city functions as a low-cost rental community for many of the area's most economically vulnerable, affordable homeownership remains an attractive option for low- and middle-incomes that cannot afford to buy closer to Boston. While likely not yet captured in data from the US Census Bureau, recent news reports have highlighted African-American households that have been priced out of traditionally black neighborhoods in urban Boston, like

Roxbury and Dorchester, and subsequently relocated to Brockton.[5] At least some of these were homeowners in Boston, who despite being unable to face mounting property taxes, now have cash to invest after selling their property. The displacement of residents from one of the country's urban economic engines is a severely worrying development – but could represent a market opportunity for Brockton to attract lower-middle- and middle-class residents with lower-cost housing. According to the Massachusetts Association of Realtors, the average single-family home in Roxbury, Boston was $680,000 in November 2018, while in Brockton the average was less than half that amount, $297,000.[6]

Table 4: Housing Characteristics, 2010-2016

	Brockton				NECTA		
	Census **2010**	*Estimate* **2016**	*'10 - '16* **Growth**		*Census* **2010**	*Estimate* **2016**	*'10 - '16* **Growth**
Total Housing Units	**36,482**	**34,791**	***- 1.1%***		**70,675**	**69,880**	***- 1.1%***
Occupied Units	33,781	31,991	*- 5.3%*		66,443	65,627	*- 1.2%*
Owner-Occupied Units (% of occ.)	19,836	17,311	*- 12.7%*		46,375	44,200	*+ 6.8%*
Renter-Occupied Units (% of occ.)	13,945	14,680	*+ 5.3%*		20,068	21,427	*- 4.7%*
Vacant Units	2,701	2,800	*+ 3.7%*		4,232	4,253	*+ 0.4%*
Units Built 2000 or After	1,270	1,475	*+205 units*		4,240	5,035	*+795 units*
Median HH Value	$272,000	$226,800	*- 17%*		$341,900	$306,600	*- 10%*

**Average of municipal medians*

Sources: US Census Bureau American Community Survey, 2012-2016 5-Year Estimates; RKG Associates

[5] Martin, Tina. *Housing Prices Displace Roxbury Residents to Brockton.* WGBH-Boston. 13 November 2018.

[6] Ibid

Figure 2: Change in Median Home Values, 2010-2016

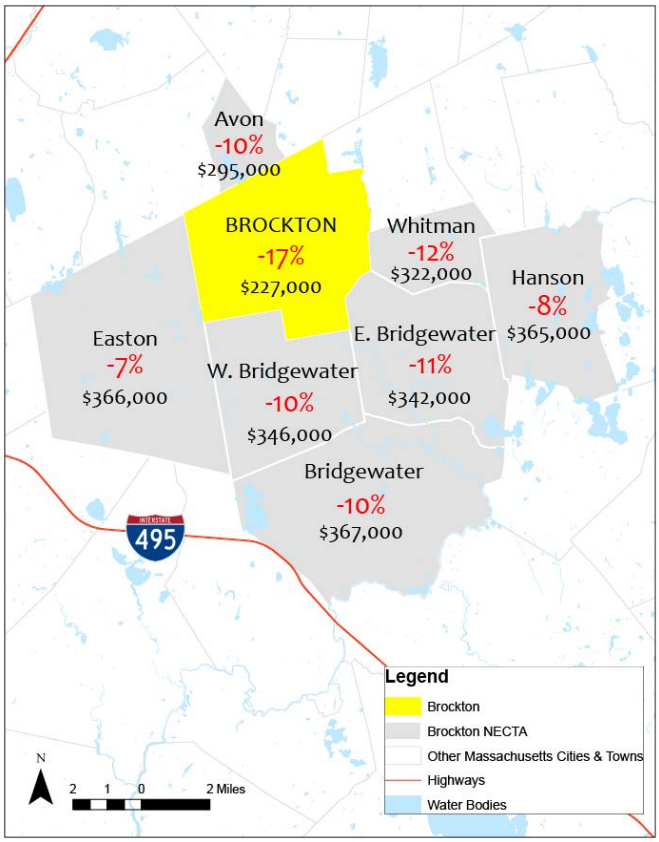
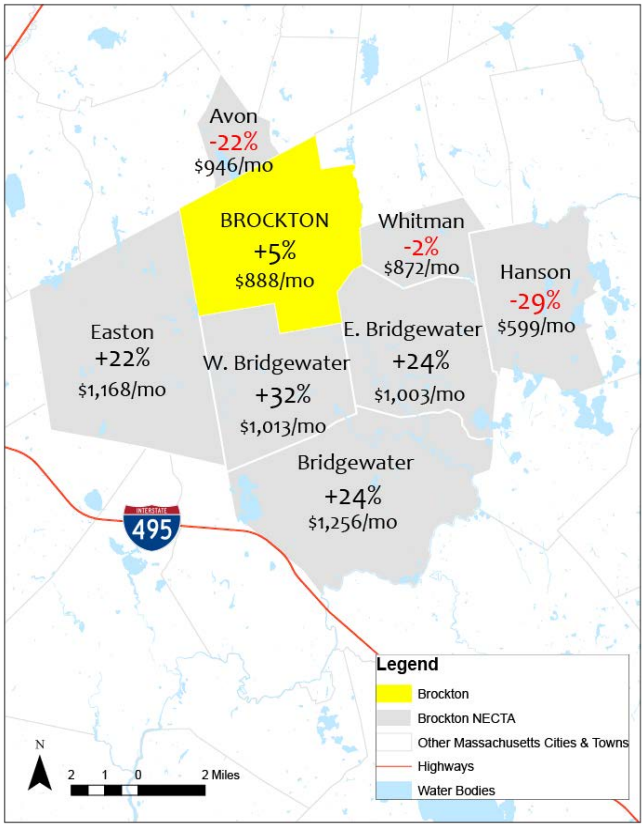


Figure 3: Change in Median Monthly Rent, 2010-2016



Just 795 new housing units were estimated to have been built between 2010 and 2016 in the Brockton NECTA, even as the area's population added nearly 4,400 new residents and lost large swathes of older housing. Declining home values across the region offer at least a partial explanation for the low number of housing starts. The median home value in 2016 was lower than the 2010 median in every one of the NECTA's eight municipalities. Brockton's median home value fell from $272,000 to $226,800 – the NECTA's largest drop, 16.6 percent. The loss in housing value was felt more acutely in the city's heavily-aged, pre-war housing units, as well as in homes built in the 1980's. Homes built after 2000 tended to lose value, but at a far lesser rate.

While Brockton's home values tend to be lower than those in the NECTA's other communities, rents are largely in line with those of the broader region. This is likely due to the relatively low quantity of renter-occupied housing in Brockton's surrounding communities, and a lack of investment in those rental properties that do exist. Median contract rents rose in most of the NECTA's communities, including Brockton, where the median rent rose from $848 per month in 2010 to $888 per month in 2016 (+ 4.7 percent). The city remains a highly affordable alternative to rents in Boston and nearby cities.

INCOME

Brockton's median household income was virtually stagnant between 2010 and 2016, as few of the city's residents saw the positive effects of Greater Boston's booming economy. Brockton's 0.1 percent income growth was well behind that of its neighbors (+ 5.3 percent on average), even as home values declined in the Brockton NECTA overall. This NECTA figure was well below the state's income growth rate of 10.0 percent over that period, but highlights the economic struggles uniquely faced in Brockton, even relative to a NECTA with below-state-median incomes.

Brockton's 2016 median household income of $49,956 per year was significantly lower than the state median of $70,954. 18.2 percent of Brockton residents had incomes that placed them below the federal poverty line in 2016, compared to 11.8 percent of NECTA residents. 50 percent of Brockton's households earned less than $50,000 in 2016, the same percentage that did so in 2010. The city's household income composition has shifted very little in recent years, even as some neighboring municipalities saw an increasing proportion of higher-income households and a decrease in the proportion of lower-earning households.

Figure 4: Change in Median Household Income, 2010-2016

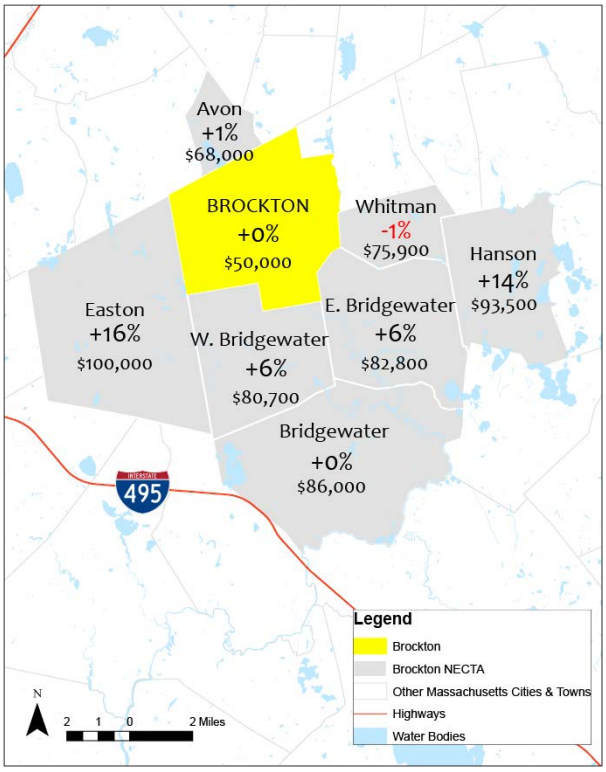
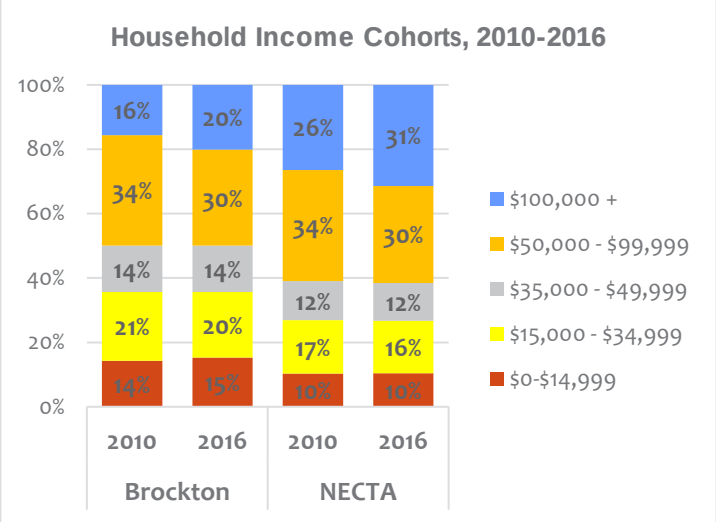


Figure 5



EDUCATIONAL ATTAINMENT

Brockton's changes in education attainment did not keep pace with the NECTA as a whole from 2010 to 2016. The proportion of residents over the age of 25 that held at least a bachelor's degree dropped

RKG

from 18 percent to 17 percent, while the NECTA's share of degree holders grew faster than the overall 25-plus population growth rate.

Table 5: Educational Attainment, 2010 and 2016

	Brockton			NECTA		
	2016 % Share	2016 Population*	2010-2016 % Change	2016 % Share	2016 Population	2010-2016 % Change
Total Population	100%	61,409	**+ 2.5%**	100%	196,950	+ 2.3%
Less than High school	19%	11,407	**- 2.2%**	12%	15,729	- 0.1%
High school or GED	35%	21,649	**+ 4.7%**	32%	41,602	+ 1.8%
Some College/Associate Degree	29%	17,747	**+ 5.3%**	29%	37,574	+ 3.7%
Bachelor's Degree	12%	7,362	**- 5.8%**	18%	22,977	+ 6.0%
Advanced Degree	5%	3,244	**+ 11.2%**	8%	10,911	+ 5.9%

**"Working age population" over age of 25*

Sources: US Census Bureau American Community Survey, 2012-2016 5-Year Estimates; RKG Associates

ECONOMIC INDICATORS

The following section presents selected trends in employment, business establishments, commuting inflows and outflows, and average wages for Brockton and the broader Brockton Workforce Development Area (WDA). The Brockton WDA, while similar to the Brockton NECTA, is used here for consistency with the Massachusetts Executive Office of Labor and Workforce and Development's employment research and projections. The WDA has the same eight cities and towns as the Brockton NECTA, plus Stoughton and Abington.

Figure 6: Brockton & the Brockton WDA

RKG

EMPLOYMENT

Despite Brockton's difficulties in growing residents' incomes, the city grew its employment base by 8.5 percent (+3,126 jobs) from 2010 to 2017, making it home to an estimated 39,939 jobs at the end of that period.[7] Brockton's employment growth outperformed the Brockton WDA's, which saw 8.1 percent job growth. Three quarters of Brockton's employment growth was driven by hiring within the Health Care and Social Assistance sector. Already the largest local employment sector in 2010, Health Care jobs now account for 34 percent of all positions in Brockton. The next largest employment category, with just 12 percent of Brockton employees, is retail, which grew by 7 percent to reach 4,930 jobs in 2017.

Table 6: Jobs by Selected Sectors, 2010 and 2017

		Brockton			WDA		
NAICS	Industry Sector	Jobs 2010	Jobs 2017	'10 - '17 % Growth	Jobs 2010	Jobs 2017	'10 - '17 % Growth
-	**All Industries**	**36,813**	**39,939**	**8%**	**89,058**	**96,229**	**8%**
62	Health Care and Social Assistance	11,295	**13,701**	21%	16,184	20,053	24%
44-45	Retail Trade	4,601	**4,930**	7%	12,893	13,497	5%
61	Educational Services	3,377	**3,596**	6%	9,674	10,004	3%
72	Accommodation and Food Services	2,295	**2,443**	6%	7,118	7,934	11%
81	Other Services, Ex. Public Admin	2,443	**2,242**	-8%	5,031	4,631	-8%
31-33	Manufacturing	2,010	**2,124**	6%	6,721	6,100	-9%
48-49	Transportation and Warehousing	1,619	**1,723**	6%	3,778	4,645	23%
56	Administrative and Waste Services	2,186	**1,721**	-21%	5,167	5,155	0%
92	Public Administration	1,489	**1,579**	6%	3,494	3,601	3%
23	Construction	923	**1,246**	35%	4,968	7,304	47%
42	Wholesale Trade	1,018	**1,182**	16%	4,837	4,016	-17%
55	Management of Companies	522	**860**	65%	1,261	1,540	22%
54	Professional and Technical Services	778	**673**	-13%	2,820	2,567	-9%
52	Finance and Insurance	801	**615**	-23%	1,995	1,865	-7%
22	Utilities	395	**422**	7%	439	469	7%
53	Real Estate and Rental and Leasing	274	**309**	13%	911	1,059	16%
71	Arts, Entertainment, and Recreation	279	**291**	4%	773	956	24%
51	Information	510	**275**	-46%	897	746	-17%

Source: Mass Executive Office of Labor and Workforce Development ES-202 Report, RKG Associates

[7] Massachusetts Executive Office of Labor and Workforce Development, ES-202 Report 2017

Despite evidence of organic growth, a portion of the rise in Health Care and Social Assistance jobs was likely due to a change in the Massachusetts Executive Office of Labor and Workforce Development's accounting practices. In Q1 2013, Employment in Private Households (NAICS 814110) data was transferred to Services for Elderly Persons and Persons with Disabilities (NAICS 624120), moving data for 33,690 Massachusetts employees from the "Other Services" (NAICS 81) subtotal to the "Health Care/Social Assistance" (NAICS 62) subtotal. While Brockton's Health Care sector has added 2,406 jobs since 2010, nearly 1,100 of those have been since the 2013 shift, indicating significant organic growth regardless of accounting changes.

Brockton is home to a Veterans Affairs (VA) Hospital, Signature Hospital, Good Samaritan Medical Center, the Norfolk Center for Cancer Care, and other health care assets that set it apart as a leader in the region.

LOCATION QUOTIENTS

Location quotient analysis is a method of comparing a local economy's employment strengths and weaknesses relative to its larger economic region – in Brockton's case, the Brockton Workforce Development Area (WDA). While a location quotient of 0.8 to 1.2 indicates sector-specific employment that is roughly in line with the larger region, a quotient over 1.2 suggests that a given industry sector is an area of strength. Likewise, a quotient less than 0.8 would indicate that the City is relatively under-developed in a specific employment sector.

As shown in Table 7, Brockton enjoys strong employment relative to the broader WDA in a number of sectors, notably in Health Care & Social Assistance. While this data may suggest that Brockton's economy already has a disproportionately large number of jobs in Health Care relative to the city's overall economy, the category's strength may also suggest opportunities for further enhancement. Brockton may look to continue growing its health cluster as part of an effort to establish itself as the center of patient care within southeastern Massachusetts.

Also worth noting is the emergence of jobs in the Management sector. Category employment grew by 65 percent from 2010 to 2017 in Brockton, ending with 860 jobs. In the process, local employment in Management of Companies grew from being roughly proportional to employment in the rest of the WDA to being a strong regional cluster with a location quotient of 1.35. Downtown Brockton's historic building stock and train access may make it an attractive, lower-cost alternative for small firms looking to locate in Metro Boston.

Jobs in the Utilities sector show strong relative employment in Brockton, but represent a relatively small number overall.

Table 7: Location Quotients by Selected Sectors, 2010 and 2017

		Brockton	
NAICS	Industry Sector	Quotient 2010	Quotient 2017
62	Health Care and Social Assistance	1.68	1.65
44-45	Retail Trade	0.86	0.88
61	Educational Services	0.84	0.87
72	Accommodation and Food Services	0.78	0.74
81	Other Services, Except Public Administration	1.17	1.17
31-33	Manufacturing	0.72	0.84
48-49	Transportation and Warehousing	1.03	0.89
56	Administrative and Waste Services	1.02	0.80
92	Public Administration	1.03	1.06
23	Construction	0.45	0.41
42	Wholesale Trade	0.51	0.71
55	Management of Companies and Enterprises	1.00	1.35
54	Professional and Technical Services	0.66	0.63
52	Finance and Insurance	0.97	0.79
22	Utilities	2.17	2.17
53	Real Estate and Rental and Leasing	0.72	0.70
71	Arts, Entertainment, and Recreation	0.87	0.73

Source: Mass Executive Office of Labor and Workforce Development ES-202 Report, RKG Associates

ESTABLISHMENTS

The number of business establishments operating in both Brockton and the Brockton WDA increased from 2010 to 2017. As with employment data in a previous section, establishment counts throughout the state were affected by an accounting change within the Health Care and Other Services sectors between 2012 and 2013. As many of the relevant employees within the out-patient and elderly care subsectors are sole practitioners, this change drastically affected the number of firms operating in those sectors.

Outside the Health Care and Other Services sectors affected by the accounting change, business establishment growth was modest from 2010 to 2017: a net gain of 49 establishments in Brockton (+3.8 percent) and a net gain of 207 establishments in the Brockton WDA region (+4.6 percent). Consistent with other parts of Metro Boston, local manufacturing firms continued a trend towards consolidation. Brockton's number of manufacturing firms shrank by 15 from 2010 to 2017 even as the category added more than 110 jobs during that period.

Table 8: Establishments by Selected Sectors, 2010 and 2017

		Brockton			WDA		
NAICS	Industry Sector	2010	2017	'10 - '17 % Growth	2010	2017	'10 - '17 % Growth
-	**All Industries**	2,379	3,198	34%	6,549	7,696	18%
62	Health Care and Social Assistance	272	1,640	503%	541	2,357	336%
44-45	Retail Trade	313	317	1%	802	794	-1%
81	Other Services, Ex. Public Admin	812	214	-74%	1,484	608	-59%
72	Accommodation and Food Services	152	161	6%	437	473	8%
23	Construction	132	147	11%	714	759	6%
54	Professional and Technical Services	167	142	-15%	509	533	5%
56	Administrative and Waste Services	80	102	28%	354	413	17%
48-49	Transportation and Warehousing	52	76	46%	187	240	28%
42	Wholesale Trade	74	73	-1%	380	343	-10%
31-33	Manufacturing	85	70	-18%	313	263	-16%
52	Finance and Insurance	80	67	-16%	245	245	0%
53	Real Estate and Rental and Leasing	51	56	10%	156	191	22%
92	Public Administration	27	41	52%	111	147	32%
51	Information	18	26	44%	73	87	19%
61	Educational Services	22	22	0%	96	94	-2%
71	Arts, Entertainment, and Recreation	16	21	31%	74	88	19%
55	Management of Companies	20	16	-20%	44	36	-18%
22	Utilities	6	6	0%	14	12	-14%

Source: Mass Executive Office of Labor and Workforce Development ES-202 Report, RKG Associates

WAGES

The average wage for Brockton workers grew to $49,660 in 2017, a 14 percent increase from 2010. Despite remaining lower than the WDA average wage of $50,284, Brockton's growth rate was comparable to the WDA's 15 percent wage growth. The fastest growing wage categories in Brockton were primarily service industries: Construction (+25 percent), Information (+27 percent) and Management of Companies (+23 percent), among others.

Brockton's wage growth highlights the divergent fortunes of those living in Brockton and those that commute in to work there. Data show that most working-age Brockton residents do not work within the city, and those that do tend to hold low-wage positions. Meanwhile, higher-earning workers commute into the city – which despite economic troubles still functions as the region's commerce

engine – and then depart. In addition to improvements in education, workforce training, and hiring practices that could help local residents, Brockton may seek to create new housing and amenities that could entice higher-earning employees to live nearer their workplace and subsequently spend their dollars in town.

Table 9: Average Annual Wages by Selected Sectors, 2010 and 2017

		Brockton			WDA		
NAICS	Industry Sector	2010	2017	'10 - '17 % Growth	2010	2017	'10 - '17 % Growth
-	**All Industries**	$43,420	$49,660	14%	$43,888	$50,284	15%
23	Construction	$61,204	$76,440	25%	$63,232	$79,196	25%
31-33	Manufacturing	$45,396	$53,768	18%	$52,520	$60,164	15%
22	Utilities	$93,288	$109,044	17%	$90,220	$105,144	17%
42	Wholesale Trade	$60,736	$67,288	11%	$65,988	$72,072	9%
44-45	Retail Trade	$27,664	$33,748	22%	$27,820	$33,176	19%
48-49	Transportation and Warehousing	$47,216	$49,608	5%	$44,096	$44,252	0%
51	Information	$58,656	$74,360	27%	$55,744	$61,828	11%
52	Finance and Insurance	$51,376	$60,840	18%	$58,708	$72,644	24%
53	Real Estate and Rental and Leasing	$40,404	$48,724	21%	$43,264	$55,536	28%
54	Professional and Technical Services	$56,524	$61,828	9%	$65,676	$62,868	-4%
55	Management of Companies	$73,944	$91,000	23%	$89,492	$100,100	12%
56	Administrative and Waste Services	$27,716	$27,300	-2%	$28,600	$38,896	36%
61	Educational Services	$48,204	$56,940	18%	$46,280	$56,524	22%
62	Health Care and Social Assistance	$49,972	$51,428	3%	$48,724	$49,296	1%
71	Arts, Entertainment, and Recreation	$19,708	$22,516	14%	$17,368	$20,644	19%
72	Accommodation and Food Services	$16,484	$19,396	18%	$15,028	$18,876	26%
81	Other Services, Ex. Public Admin	$22,516	$29,276	30%	$22,932	$30,160	32%

Source: Mass Executive Office of Labor and Workforce Development ES-202 Report, RKG Associates

EMPLOYMENT PROJECTIONS

Data from the US Bureau of Labor Statistics (BLS) offers insight on which employment categories can expect to see the most job growth in the decade ahead. In Brockton, projections suggest that the city's existing strength in the Health Care sector will drive the majority of job growth until at least 2028. All five of the employment categories (4-digit NAICS level, at least 100 jobs in 2017) projected to see the highest percentage growth in jobs are in healthcare: Psychiatric and Substance Abuse Hospitals (+68 percent), Outpatient Care Centers (+62 percent), Continuing Care Retirement Communities & Assisted Living (+56 percent), Home Health Care Services (+54 percent), and Offices of Other Health Practitioners (+50 percent). These job categories can offer employment to workers with a range of academic backgrounds. With an average wage of nearly $57,000 per year across these five fastest-growing sectors, local workers may have increased access to jobs that pay above the current $49,660 per year average.

Table 10: Top Projected Job Growth Sectors, 2017 to 2028*

		Brockton		
NAICS	Industry Sector	2017	Projected 2028	'17 - '28 % Growth
6222	Psychiatric & Substance Abuse Hospitals	298	501	68%
6214	Outpatient Care Centers	928	1,499	62%
6233	Continuing Care & Assisted Living Facilities for the Elderly	193	302	56%
6216	Home Health Care Services	1,070	1,645	54%
6213	Offices of Other Health Care Practitioners	329	492	50%
8129	Other Personal Services	112	165	47%
3114	Fruit and Vegetable Preserving and Specialty Food Manufacturing	164	236	44%
4237	Hardware Supplies Merchant Wholesalers	116	156	34%
6241	Individual and Family Services	1,003	1,348	34%
3341	Computer and Peripheral Equipment Manufacturing	170	223	31%
5242	Agencies, Brokerages and Other Insurance-Related Activities	241	316	31%

**Sectors with more than 100 employees in 2017*

Source: Mass Executive Office of Labor and Workforce Development ES-202 Report, RKG Associates

The US BLS projects that Brockton will experience declines in categories including traditional retail employment over the ten years to 2028. Clothing Stores (-31 percent), Electronics and Appliance Stores (-29 percent), Department Stores (-9 percent) and others will likely reflect the nationwide reorganization of brick-and-mortar retail, as fewer, more competitive stores survive. Other employment sectors slated to shrink in the decade ahead include paper and print-related activities, vocational rehabilitation services, and tax preparers.

Table 11: Top Projected Job Loss Sectors, 2017 to 2028*

		Brockton		
NAICS	Industry Sector	2017	Projected 2028	'17 - '28 % Growth
3231	Printing and Related Support Activities	102	27	-74%
6243	Vocational Rehabilitation Services	265	96	-64%
4241	Paper and Paper Product Merchant Wholesalers	110	48	-56%
4481	Clothing Stores	219	152	-31%
4431	Electronics and Appliance Stores	154	110	-29%
5412	Accounting, Tax Preparation, Bookkeeping and Payroll Services	122	90	-26%
4251	Wholesale Electronic Markets, Agents & Brokers	100	79	-21%
4854	School and Employee Bus Transportation	121	96	-21%
5613	Employment Services	786	668	-15%
5221	Depository Credit Intermediation	418	360	-14%

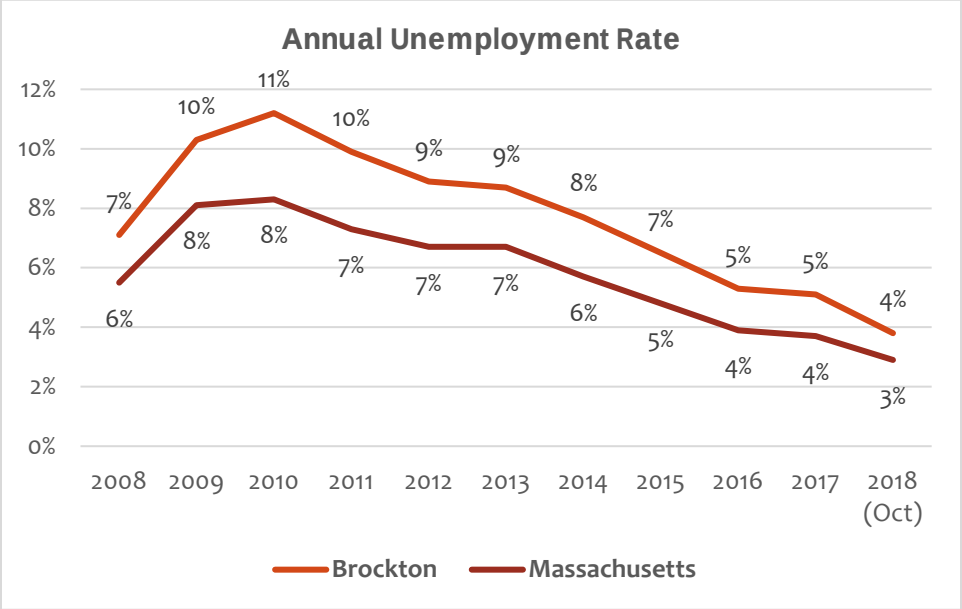
**Sectors with more than 100 employees in 2017*

Source: Mass Executive Office of Labor and Workforce Development ES-202 Report, RKG Associates

UNEMPLOYMENT TRENDS

Unemployment in Brockton has fully recovered from the 2008 recession, reaching a new post-2000 low of 3.8 percent in October 2018. While still higher than the state's unemployment rate, Brockton has closed the gap with Massachusetts' unemployment over the now 8 years of economic recovery. Brockton unemployment is now just 0.9 percent higher than the state's.

Figure 7



COMMUTING INFLOWS AND OUTFLOWS

The US Census' Longitudinal Employer-Household Dynamics analysis estimated that in 2015, 28 percent of Brockton's employees lived in the city itself.[8] This proportion is high compared with neighboring cities and towns; in Stoughton, just 12 percent of workers live locally, 12 percent in Randolph, and 23 percent in Taunton. This may indicate that Brockton businesses have been able to fill more roles with the local talent pool, although some workers may be choosing to live in Brockton's relatively affordable housing while remaining close to work. This balance of affordability and access could be included as a selling point when attempting to market the study area to prospective businesses or developers.

The remaining 72 percent of Brockton employees, roughly 28,100 workers, commuted in from outside the city. Brockton's out-of-town employees were drawn from Boston (4 percent), Taunton (3.5 percent), and small quantities from a wide array of other cities and towns. Relatedly, 77 percent of Brockton's resident working population travels to work outside the city. Brockton residents mostly commute to Boston (15 percent), Quincy (3 percent), Braintree (3 percent), and Weymouth (2 percent), among others. With a large majority of Brockton resident workers traveling to jobs outside the city, there is potential for new businesses at the study area to draw employees from inside Brockton, offering a much shorter commute time for city residents.

MARKET & DEVELOPMENT ACTIVITY

The following section presents data and analysis on Brockton's real estate market. The city's existing real estate inventory, as captured by the most recent assessors' database, is examined to understand

[8] US Census, Longitudinal Employer-Household Dynamics database, 2015

changes in value, density, and land use over time and across locations. Recent market data on vacancy, absorption, and prevailing rents/prices for new construction provide perspective on where demand exists in Brockton today. Finally, comparison properties are evaluated to assess the market potential for different uses within the study area.

DEVELOPMENT TRENDS ANALYSIS

According to an Assessors' Database provided by Brockton's Planning Department, the city was home to 58.4 million square feet of developed space in fiscal year 2016. Excluding vacant and exempt parcels, Brockton's 7,701 acres of taxable land were developed at a floor-area-ratio of 0.16. This ratio, or "FAR," means that the typical Brockton property has built square footage equal to 16 percent of its ground acreage. An FAR of 0.16 is typical of very low density American suburbs – and not of "gateway cities" like Brockton that serve as regional economic engines. The city's low density is likely a result of a lack of investment in new properties in recent decades, a preponderance of single-family homes near Downtown, and the high quantity of vacant lots and/or parking facilities in downtown areas that would typically be home to the highest development densities.

Table 12: Brockton's Built Inventory, FY 2016

	Properties	Acreage	Built SF	FAR
Single-Family Residential	16,814	4,720	22,767,391	0.11
Multi-Family Residential	4,154	984	15,006,783	0.35
Commercial	1,220	1,162	8,176,831	0.16
Industrial	359	782	7,088,887	0.21
Total Taxable	**22,671**	**7,701**	**53,356,932**	**0.16**

Sources: Brockton Assessors Database; RKG Associates

Brockton's quantity of multi-family residential properties is a key differentiator versus the housing stocks of neighboring communities. Multi-family units' average assessed value per square foot is, as in most American cities, well below the per square foot value of single-family residential in Brockton. Still, the value of density (from an assessed value and therefore a tax receipts viewpoint) is clear: despite occupying just 12.8 percent of Brockton's taxed acreage, multi-family makes up 23.8 percent of the city's built value. Single-family residential, meanwhile, trends the opposite direction, occupying 61.2 percent of Brockton's taxed acreage, and delivering just 59.7 percent of its built value. With the construction of higher-value multi-family projects like the Station Lofts taking root in Downtown, future development of apartments and condos could make this valuation gap even more pronounced.

Properties classified as industrial typically have the lowest value per built square foot. This by itself is expected, but Brockton's industrial inventory has an especially low per-square-foot valuation relative to other commercial uses. This likely indicates an ageing, antiquated building stock. Brockton's industrial properties tend to be related to lower-value "legacy industries" like traditional light manufacturing, storage and warehousing, distribution, and utilities. Among Brockton's

industrial parcels, those related to utilities have the highest average value. The average industrial structure in Brockton is just under 20,000 square feet. The Assessors' Database indicates that zero new industrial properties were developed in Brockton from 2013 to 2016.

Contrary to some other Massachusetts gateway cities, development in Brockton has not taken place at higher densities (nor higher values) in recent years. Properties developed from 2013 to 2016 had a lower FAR than those developed from 2008 to 2012, which in turn were less dense than those built from 2003 to 2007.

Development activity in general has slowed. The number of square feet developed in Brockton from 2013-2016 and from 2008-2012 were each roughly one-third the number developed from 2003 to 2007.

Table 13: Brockton's Built Inventory by Year Built, FY 2016

	Properties	Acreage	Built SF	FAR
1997 & Earlier	20,703	6170	49,189,863	0.18
1998-2002	316	258	1,495,944	0.13
2003-2007	441	206	1,493,608	0.17
2008-2012	154	76	513,531	0.16
2013 & Later	**146**	**104**	**581,788**	**0.13**

Sources: Brockton Assessors Database; RKG Associates

Commercial properties have seen limited development activity since 2013, with a reported 71,000 new square feet coming online. Average density, square footage, and assessed value per square foot varies greatly by type of commercial use. The highest property valuations in all of Brockton are for private hospitals and nursing homes, typically large structures that require considerable upfront investment.

Table 14: Brockton's Commercial Built Inventory by Type, FY 2016

	Properties	Acreage	Built SF	FAR
Commercial	**1220**	**1,162**	**8,176,831**	**0.16**
Banks, Prof., Med & Other Office	210	203	1,993,508	0.22
Commercial Land	287	163	55,821	0.01
Cultural, Entertainment & Recreational	6	140	64,855	0.01
Gas/Auto Sales, Service & Supply	301	200	1,040,952	0.12
Hotels, Motels & Other Lodging	5	14	268,343	0.45
Mixed Use - Primarily Commercial	44	11	214,734	0.44
Private Hospitals & Nursing Homes	5	49	202,531	0.10
Public Service Properties (non-exempt)	14	6	68,029	0.27
Retail Stores & Restaurants	348	377	4,268,058	0.26

Sources: Brockton Assessors Database; RKG Associates

DEVELOPMENT PIPELINE & BUILDING PERMITS

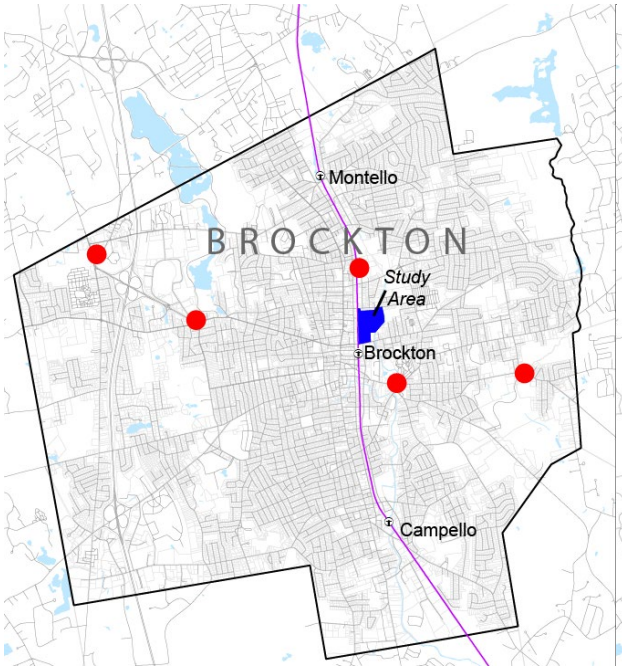
Proposals brought to the planning board or economic development agency in 2017 and 2018 have included:

- 51 units of housing and 2,470sf of commercial/retail at 93 Centre Street (near study area)
- Food production adaptive re-use project at 121 Liberty Street
- 24-unit residential conversion project at 75 Commercial Street
- 25-unit residential conversion project at 69 N. Montello Street (near study area)
- A residential conversion project at 75 Commercial Street (near study area)
- Several former school conversions to housing/mixed-use properties

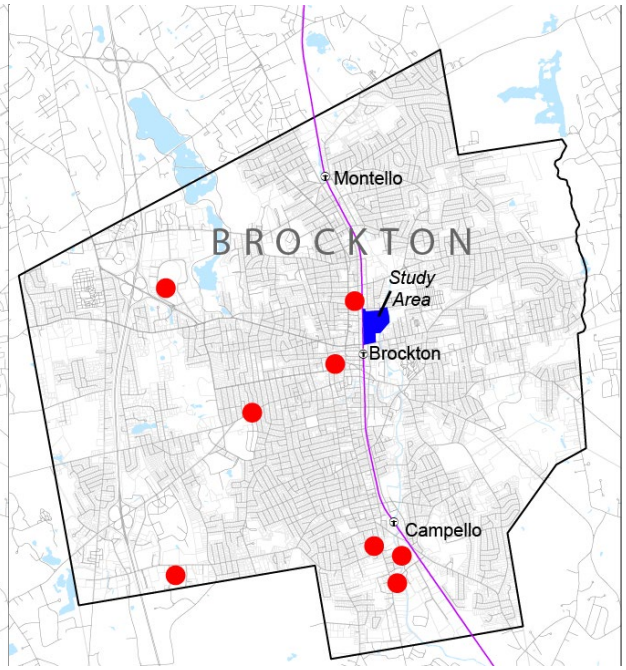
While these projects are not guaranteed to come to fruition, studying the geography of planning board cases over time can provide valuable information on where there is interest among businesses and developers. On the following page, available planning board cases from 2014 to 2017 (which includes cases through May of 2018) show, at the very least, a shift from potential investment being scattered across the city to it being concentrated near the MBTA corridor and downtown. The list of recent planning board cases includes a number of adaptive re-use residential proposals close to the study area. Interest in these often-expensive undertakings could indicate a number of market trends: a belief that recent projects at Station Lofts and at Standard Modern Co. Residences have offered a proof of a market for a higher-end multi-family product; that transit-oriented development can be successful in downtowns that have not seen significant redevelopment activity to date; or that outside capital is more likely to be attracted to a new development project if it has the scale that urban density can afford.

Figure 8

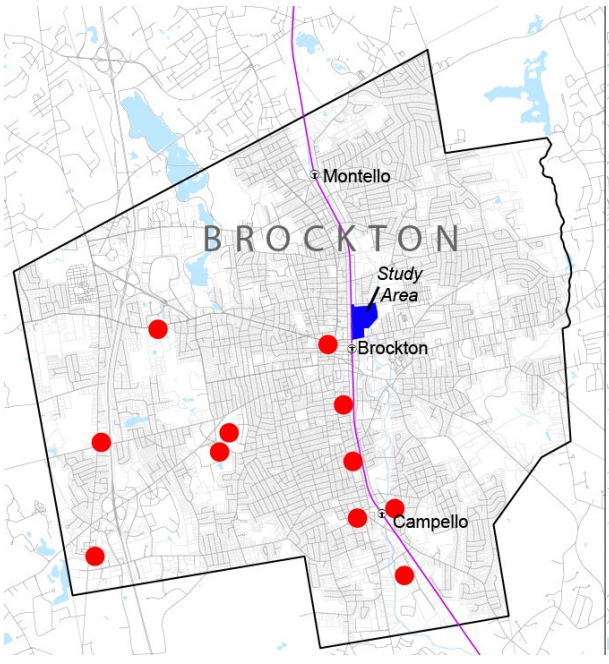
Planning Board Cases
2014



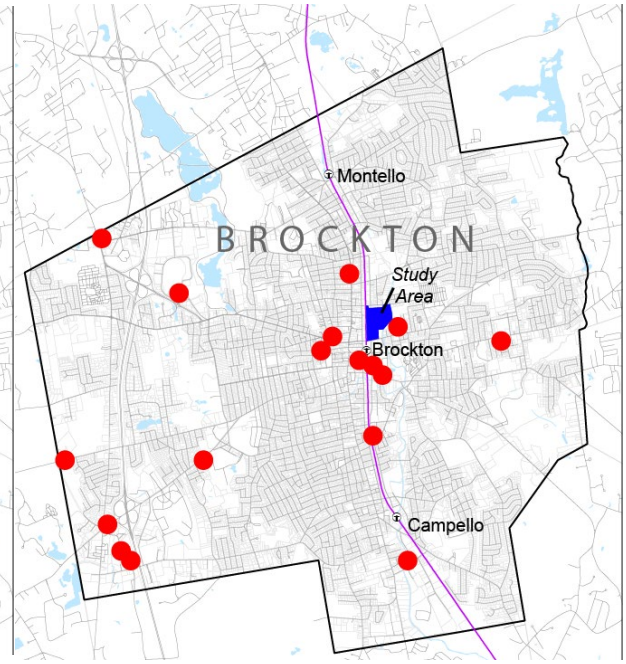
Planning Board Cases
2015



Planning Board Cases
2016



Planning Board Cases
2017/18



RKG

RESIDENTIAL MARKET

Brockton's low housing costs continue to make it an attractive option for lower- and middle-income households unable to afford units closer to Boston.

Recent activity in Downtown Brockton, led by Trinity Financial's mixed-income tax credit project at 50 Centre Street, the Station Lofts historic rehabilitation project, and South Shore Property Management's renovation of the Standard Modern building, have shown an increasing interest in walkable, transit-connected living. According to the 2015 Downtown Brockton Urban Revitalization Plan, an estimated 14 percent of Brockton households "had no vehicle available," and "many 2-adult households" had "only one vehicle available," highlighting the importance of locating new housing new transportation. A reported 602 qualified households applied for just 14 units of affordable housing at the Station Lofts in 2013, making clear the demand for urban housing.[9]

However, ground-up development and historic rehabilitation both remain a challenge in Brockton due to its low market rents. Projects like the Standard Modern Co. apartments and 50 Centre Street relied heavily upon an array of tax credits and loans to become feasible. The programs that provide credits and loans typically require a certain percentage of units to be set aside as "affordable" – a benchmark that is especially difficult to reach in areas with low median household incomes. In most cases, unlocking mixed-income and affordable housing credits can only be justified by developers if the market rate units can rent at rates high enough to offset losses elsewhere and earn a profit. In Brockton and similar cities, however, market rates are often very close to the "affordable" threshold, making projects extremely reliant upon other creative funding sources. The Standard Modern renovation was given a $3.3 million low-interest loan from MassDevelopment, the state's economic development authority[10], and Trinity Financial leaned on New Market Tax Credits, among others, to make their project "pencil out."

Downtown apartments are clearly in demand; the Trinity project at 50 Centre Street is reportedly at 100 percent occupancy, according to broker interviews. Yet until achievable market rents see growth that reflects this significant demand, most of those looking to invest in downtown multi-family projects will rely upon a credit and subsidy-based model that can only go so far.

While the city's vacancy rate remains stubbornly high at 8 percent, vacancy in new and refurbished downtown apartments is "next to zero," according to one broker.

A non-scientific online survey of rental listings showed zero units available for rent in Trinity's 50 Centre St. project, with asking rents ranging from $1.25/sf/month to $1.60/sf/mo on 1-bedrooms and 2-bedrooms. Initial asking rents for the recently-completed Standard Modern Residences are aiming

[9] True, Morgan. "Brockton's Station Lofts housing lottery draws hundreds of applicants." *The Enterprise.* 16 Aug 2013.

[10] Larocque, Marc. "Developer Finishing 'Unique' High-End Luxury Apartments in Downtown Brockton." *The Enterprise.* 4 Feb 2018

higher, nearer to $2.00/sf for 1-bedroom and 2-bedroom units ($1,300 to $1,450 for 1-bedrooms, $1,650 to $1,800 for 2-bedrooms).[11]

Conversations with brokers suggested that the market in Downtown Brockton today could sustain market-rate rents of $1,350-$1,500 for a new or refurbished 1-bedroom and $1,800-$1,900 for a 2-bedroom. These rents are not significantly different from rents that would be deemed "affordable" for households earning 80 percent of the Area Median Income: roughly $1,325 for a 1-bedroom and $1,500 for a 2-bedroom.

OFFICE MARKET

Brockton has just over 1,100 acres of commercial land, with 200 acres specifically coded as Banks, Professional and Medical Office, and Other Office.[12] These 200 acres of land currently hold just under 2 million square feet of office uses. Over the last twenty years, there has only been 240,000 square feet of new office space constructed in the city, which represents about 13 percent of the city's 2 million square feet. Over the last ten years, there has only been 50,000 square feet of office space constructed, representing 3 percent of the total. In general, many of the office spaces in the city tend to be smaller in size (less than 50,000 square feet) and divided up into multi-tenant buildings to support the needs of professional and medical office users.

The larger Route 495 South regional office market, which includes Brockton, has seen positive net absorption of space through the third quarter of 2018 with just over 90,000 square feet occupied. Average asking gross rents in this regional market are $18.02 per square foot, which is lower than many of the regional office markets closer to Boston. Much of the positive market activity this quarter was the result of 90,000 square feet leased in Mansfield to a food service supply company.[13]

Discussions with local commercial brokers operating in Brockton indicated that its office spaces tend to support doctors and health practitioners, home health related businesses, social services and non-profits, and legal professionals supporting the court functions in Brockton. These users are looking to lease or purchase smaller spaces in the range of 1,000 to 2,500 square feet. Two newer properties with office spaces on the market, 60 Main Street and 88 Lincoln Street, have similar tenant mixes supporting businesses in the medical, social service, and legal business sectors.

RENTS, VACANCY AND ABSORBTION

A review of broker listings in Brockton showed approximately 70,000 square feet of office space currently available for lease with an average space size of 5,300 square feet.[14] Many brokers that are

[11] Apartments.com, RKG Associates

[12] Brockton Assessment Database, 2018.

[13] CBRE Boston Suburban Office Market Report, Quarter 3, 2018.

[14] REIS Office Comparables, 2018. Loop Net, November 2018, Commercial Broker Interviews.

listing spaces in existing multi-tenant buildings are willing to break up larger spaces to accommodate smaller users. The average vacancy rate for office buildings in Brockton with space available for lease is 27 percent. Average rent for spaces listed for lease is $13.00 per square foot per year, with some listed as triple-net (no utilities included) and others listed as gross rent. The average rent for spaces in Downtown Brockton is around $14 per square foot. Newer office spaces at 60 Main Street and 88 Lincoln Street are leasing in the range of $12 to $18 per square foot per year. It is important to note that these two buildings have undergone substantial renovations in the last three to four years and represent space at the top of the market for Downtown. Using these two properties as recent examples, each had an average absorption of 22 to 25 percent of the available office space per year.

INDUSTRIAL MARKET

Brockton has just over 689 acres of land classified as industrial, flex, R&D, distribution, and utilities.[15] These 689 acres of land currently hold just over 7 million square feet of industrial uses. Similar to the construction trends in the office market, only 850,000 square feet of new industrial space has been constructed in the city over the last twenty years which represents about 12 percent of all industrial built space. Over the last ten years, there has only been 96,000 square feet of industrial space constructed, representing 1.4 percent of the total.

The larger Route 495 South regional industrial market has seen negative net absorption of space through the third quarter of 2018 with just over 35,359 square feet remaining on the market. The negative absorption was the result of several larger properties coming onto the market including a 132,000 Trader Joe's facility in Middleborough. Even so, vacancy rates remain low at 5.3 percent and average asking rents rose again to $6.67 per square foot.[16]

Information from local brokers and online listings show very few industrial spaces available for lease in the Brockton market. Several industrial properties have changed hands through sales in 2018. As of November 2018, eleven industrial properties have sold in Brockton at an average price of $61.78 per square foot. The average was driven up by several properties built after 1990, which sold for between $83.00 and $136.00 per square foot. Older properties sold for closer to $38.00 per square foot on average.

RENTS, VACANCY AND ABSORBTION

A review of broker listings in Brockton showed approximately 124,000 square feet of industrial space currently available for lease or sale with an average space size of 17,728 square feet.[17] Three of the four spaces listed for lease are within a multi-tenant building with an average of 15,000 square feet available. The average vacancy rate for these industrial buildings with space available for lease is 44

[15] Brockton Assessment Database, 2018.

[16] CBRE Boston Suburban Office Market Report, Quarter 3, 2018.

[17] REIS Office Comparables, 2018. Loop Net, November 2018, Commercial Broker Interviews.

percent, which includes a building at 45 Industrial Way with the entire 46,000 square feet available. Rent prices per square foot range from $7.00 to $15.00 per square foot per year.

RETAIL MARKET

As the largest city in the NECTA and a regional center for suburbs south of Boston, Brockton functions as a draw for retail spending from neighboring municipalities. Its status as a regional retail draw is confirmed by data in a "retail leakage analysis."

The retail leakage analysis that follows examines the difference between the supply (existing establishment sales) and the demand (consumer household spending) for a variety of different types of retail stores and merchandise categories within Brockton. The results of the analysis will indicate if there are any retail "gaps" that can be filled by new store openings, if the City has the economic ability to support them.

Data on Brockton's existing retail sales and consumer spending habits are drawn from ESRI Business Analyst, a geospatial data analytics program. The demand data indicate the level of consumer spending occurring for households within the city, based upon their income levels and spending patterns within the different retail categories. The supply data shows the dollar value of sales captured for each retail category based on the reported sales from local establishments within the city of Brockton.

Comparing the demand and supply data can help identify opportunities for Brockton to encourage existing retailers to expand and/or to attract new retailers to the area via increased marketing or incentives. This demand-supply comparison identifies "sales leakage." Sales leakage occurs when local consumer demand for retail goods exceeds the amount of sales that are captured by local retail establishments. High sales leakage generally indicates that the local marketplace is underserved in that specific retail category, oftentimes with an insufficient number or quality of product lines and/or fewer businesses than can be supported.

That said, it is normal for consumers to make retail purchases outside their home municipality. Realistically, it is not possible to stop all sales leakage because people shop outside their primary market for reasons of convenience. They will, for example, shop while at work, which may be outside their primary market. In addition, a growing share of retail demand is being captured by online retailers, which often do not have a physical location. Accordingly, recapturing 100 percent of an area's leaked consumer spending is not a realistic objective. Some of this sales leakage could be recaptured by new or existing businesses if they expand their product lines or if new businesses open and capture this unmet spending potential.

In contrast, an area has a "sales surplus" when local sales receipts (supply) exceed local demand. These situations often indicate that the retail market area has a cluster or concentration of businesses, importing sales from outside the primary market. Market clusters attract consumers from outside the

competitive retail market areas, as they become known for a specific niche or for having a wide variety of shops from which to choose. While in some cases a sales surplus could indicate that a community is saturated with a certain type of business and would be unlikely to benefit from further expansion, often this clustering of retailers can draw shoppers from across the region who know it as "the place" for a certain shopping or dining experience.

Table 15: Retail Supply & Demand, City of Brockton, 2017

	Demand	Supply	Leakage / (Surplus)	# of Businesses
Total	**$1,030m**	**$1,391m**	**($361m)**	**646**
Total Retail	$926m	$1,290m	($364m)	471
Total Food & Drink	$103m	$100m	$3m	175

Source: ESRI Business Analyst Retail MarketPlace Profile 2018; RKG Associates

As is typical of the largest city within a region, Brockton is a net importer of retail spending, in part driven by the Westgate Mall. Brockton has a surplus of retail establishments, with sales receipts outpacing the demand of Brockton residents by over $364 million per year. As noted in other studies throughout the region, however, the changing face of retail around the world is already having challenging effects on Brockton retailers, and will continue to do so. For traditional retailers to remain viable, they will need to evolve and cater to consumer demands for more experiential and curated shopping experiences. While the impacts of this trend may be felt less acutely in lower-income retail areas like Brockton (where residents may be less likely to do an increasing share of shopping online), new retail concepts will remain critical to the success of its downtown. In smaller scale, walkable commercial centers like Downtown Brockton, consumers generally need to feel they are having a unique, vibrant experience in order to choose them over larger, parking-laden shopping centers. Successful future expansion of the retail inventory in Downtown Brockton will likely rely upon business owners' and developers' abilities to create these innovative retail spaces that can attract a higher level of spending.

Interestingly, Brockton's status as a retail center within southeast Massachusetts does not extend to food and drink establishments. The city actually "leaks" nearly $3 million a year to other municipalities. This suggests that the market may be underserved with restaurant, bar, and/or nightlife destinations, and new concepts or locations could tap into unmet demand.

The largest drivers of Brockton's retail surplus are auto dealers and grocery stores. 47 businesses are registered as automobile dealers, bringing over $361 million in annual sales into Brockton – an amount roughly double the amount that Brockton residents spend on cars each year. Many of these dealerships are clustered near the intersection of Route 123 and Route 24, and on Main Street south of Downtown. While the sector's strength likely has a positive impact on Brockton's tax rolls, further expansion would be unlikely to have a significant positive impact on the quality of life of residents. Brockton's grocery stores vary greatly in size and scope, and are well-spread throughout the city. The

68 businesses classified as grocery stores range from full-service outlets like Shaw's, Stop & Shop, and Market Basket to smaller, centrally-located businesses like Casimir Market, Court Street Market, and Universal Grocery Food Market. Given the proximity and quantity of grocery stores near the study area, it is unlikely that the local market would exist to sustain an additional outlet.

Table 16: Retail Supply & Demand: Select Surplus Categories City of Brockton, 2017

	Demand	Supply	Leakage / (Surplus)	# of Businesses	Local Examples
Automobile Dealers	$154m	$361m	**($207m)**	47	Nissan 24, McGovern Honda, Copeland Chevrolet
Grocery Stores	$160m	$276m	**($116m)**	68	Market Basket, Shaw's, Vicente's Supermarket
Office Supplies, Stationery and Gift Stores	$12m	$66m	**($54m)**	10	Staples, City Wide Office Supplies, Dollar Tree, WB Mason outlet

Source: ESRI Business Analyst Retail MarketPlace Profile 2018; RKG Associates

Despite Brockton's retail assets, the city "leaks" retail spending to other municipalities in a number of categories. "General merchandise stores," a category primarily comprised of stores like Walmart, Target, and others, has the largest amount of leakage from Brockton. While the Walmart at 700 Oak Street likely captures most local spending in this category, some spending may be being captured by the Target stores in nearby Abington and Stoughton. These types of stores are typically large-scale, land-intensive businesses that require significant market demand to justify construction; capturing a portion of Brockton's $35m in leaked sales would likely not be a large enough "prize" to attract such a business to the subject property. Clothing and furniture spending within Brockton is dominated by Westgate Mall. While small-scale clothing stores could play an important role in revitalizing Downtown's shopping scene, the lack of local spending power and daytime population mean clothing stores may be more feasible in a later stage of Downtown's evolution.

Table 17: Retail Supply & Demand: Select Leakage Categories City of Brockton, 2017

	Demand	Supply	Leakage / (Surplus)	# of Businesses	Local Examples
General Merchandise Stores	$115m	$80m	**$35m**	36	WalMart, Sears
Clothing Stores	$49m	$35m	**$18m**	48	Old Navy, Rainbow, Uptown Unlimited
Furniture Stores	$14m	$4m	**$10m**	4	Rent-A-Center, Aaron's, Main Street Furniture

Source: ESRI Business Analyst Retail MarketPlace Profile 2018; RKG Associates

Attracting a critical mass of new retailers to Downtown Brockton remains a challenging proposition due to the area's relatively low-income profile. Ground-up downtown construction that includes retail elements on the ground floor typically requires tenants that can pay a rent premium versus tenants in older spaces. At this time, most existing Brockton retailers would be unlikely to pay higher rents to remain Downtown, and higher-end retailers would be unlikely to set up shop in Brockton without demographic changes.

Given these challenges, market demand is likely insufficient to justify large-scale investment in retail space on the subject property, with the possible exception of small-scale spaces where the area fronts Court Street and the adjacent MBTA station. A unique restaurant concept may have the greatest chance of success given the unmet market demand and the space's high visibility from the Brockton station, especially if and when other parcels near the train station are developed.

KEY REFERENCES

Massachusetts Executive Office of Labor & Workforce Development

US Census & American Community Surveys

US Bureau of Labor Statistics

ESRI Business Analyst

IBIS World

Longitudinal Employer-Household Dynamics (LEHD) database, US Census Bureau

Economic Modeling, LLC

HARRIMAN
RKG

Downtown / Trout Brook Redevelopment Plan

APPENDIX D
ENVIRONMENTAL NOTIFICATION FORM

Environmental Notification Form

For Office Use Only

EEA#: _____

MEPA Analyst: _____

The information requested on this form must be completed in order to submit a document electronically for review under the Massachusetts Environmental Policy Act, 301 CMR 11.00.

Project Name: ***Downtown/Trout Brook Redevelopment Plan***	
Street Address: **Not applicable**	
Municipality: **City of Brockton**	Watershed: **Taunton**
Point furthest North: ***Puffer Playground & Teele Street*** UTM: 333777 E; 4662094 N **Point furthest East:** ***Elliot Street*** UTM: 333908 E; 4661813 N **Point furthest South:** ***Centre Street & Plymouth Street*** UTM: 333568 E; 4661050 N **Point furthest West:** ***Elliot Street & North Montello Street*** UTM: 333228 E; 4661243 N	**Point furthest North:** ***Puffer Playground & Teele Street*** Latitude: **42° 05' 36" N** Longitude: **71° 00' 36" W** **Point furthest East:** ***Elliot Street*** Latitude: **42° 05' 27" N** Longitude: **71° 00' 30" W** **Point furthest South:** ***Centre Street & Plymouth Street*** Latitude: **42° 05' 02" N** Longitude: **71° 00' 44" W** **Point furthest West:** ***Elliot Street & North Montello Street*** Latitude: **42° 05' 08"N** Longitude: **71° 00' 59"W**
Estimated commencement date: **2021**	Estimated completion date: **2038**
Project Type: **New Urban Renewal Plan**	Status of project design (% complete): **Not applicable**
Proponent: **Brockton Redevelopment Authority (BRA)**	
Street Address: **50 School Street**	
Municipality: **Brockton**	State: **MA** / Zip Code: **02301**
Name of Contact Person: **Rob May, CEcD, Director of Planning and Economic Development**	
Firm/Agency: **City of Brockton**	Street Address: **45 School Street**
Municipality: **Brockton**	State: **MA** / Zip Code: **02301**
Phone: **(508) 580-7113**	Fax: **N/A** / E-mail: **rmay@cobma.us**

Does this project meet or exceed a mandatory EIR threshold (see 301 CMR 11.03)?

☐ Yes ☒ No

If this is an Expanded Environmental Notification Form (ENF) (see 301 CMR 11.05(7)) or a Notice of Project Change (NPC), are you requesting:

a Single EIR? (see 301 CMR 11.06(8)) ☐Yes ☒No
a Special Review Procedure? (see 301CMR 11.09) ☐Yes ☒No
a Waiver of mandatory EIR? (see 301 CMR 11.11) ☐Yes ☒No
a Phase I Waiver? (see 301 CMR 11.11) ☐Yes ☒No
(Note: Greenhouse Gas Emissions analysis must be included in the Expanded ENF.)

Which MEPA review threshold(s) does the project meet or exceed (see 301 CMR 11.03)?
301 CMR 11.03 (1)(b) 7. Approval in accordance with M.G.L. c. 121B of a New urban renewal plan.

Which State Agency Permits will the project require?
The Department of Housing and Community Development (DHCD) must review and approve the *Downtown/Trout Brook Redevelopment Plan* . No other State Agency Permits are required at this time.

Identify any financial assistance or land transfer from an Agency of the Commonwealth, including the Agency name and the amount of funding or land area in acres:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

The City of Brockton and MassDevelopment sponsored this study process. The *Downtown/Trout Brook Redevelopment Plan* assumes that the Brockton Redevelopment Authority will apply for state grants and other funding programs throughout the 20-year life of the Plan in order to implement the actions proposed in the Plan.

Summary of Project Size & Environmental Impacts	Existing	Change	Total
LAND			
Total site acreage	Approx. 66.1 acres		
New acres of land altered[1]		Approx. 28 acres	
Acres of impervious area[1]	Approx. 15 acres	Approx. 18 acres	Approx. 33 acres
Square feet of new bordering vegetated wetlands alteration		Approx. 0.33 acres	
Square feet of new other wetland alteration		Approx. 1.87 acres	
Acres of new non-water dependent use of tidelands or waterways		No change	
STRUCTURES			
Gross square footage[2]	Approx. 250,900	Approx. 596,000	Approx. 846,900
Number of housing units[2]	Approx. 87	Approx. 326	Approx. 413
Maximum height (feet)	7 stories (~80 F)	No change	7 stories (~80 F)
TRANSPORTATION			
Vehicle trips per day[3]	*	~5,200	*
Parking spaces[1]	*	~1,200	*
WASTEWATER			
Water Use (Gallons per day)[4]	*	142,022	*
Water withdrawal (GPD)	*	0	*
Wastewater generation/treatment (GPD)[4]	*	129,111	*
Length of water mains (miles)[1]	*	0	*
Length of sewer mains (miles)[1]	*	0	*

* This is an urban renewal plan for a significant area of the Downtown/Trout Brook area in Brockton. Certain information was not collected for the preparation of this plan as it was not relevant to the goals and purpose of this urban renewal plan. This information has been indicated by an asterisk.

[1] Based on an estimate of full build-out as shown on the illustrative plan on page 5 in the *Downtown Trout Brook Urban Redevelopment Plan.* Parking spaces calculated from zoning requirements of scenario.

[2] Based on City Assessor's Database for existing and the estimate of full build-out a shown on the illustrative plan on page 5 in the *Downtown Trout Brook Urban Redevelopment Plan*.

[3] Based on the estimate of full build-out as shown on the illustrative plan on page 5 in the *Downtown Trout Brook Urban Redevelopment Plan* and the ITE Trip Generation Rates (2010), unadjusted for urban areas.

[4] Based on the estimate of estimate of full build-out as shown on the illustrative plan on page 5 in the *Downtown Trout Brook Urban Redevelopment Plan* and the generation rates by use identified in 310 CMR 15.00.

Has this project been filed with MEPA before? ☐ Yes ☒ No

Has any project on this site been filed with MEPA before? ☐ Yes (See below) ☒ No

GENERAL PROJECT INFORMATION – all proponents must fill out this section

PROJECT DESCRIPTION:

Describe the existing conditions and land uses on the project site:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major Plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

The boundary of the redevelopment area includes the CSX property, which is a former railyard for freight rail, and surrounding properties. The area is bisected by Trout Brook. This redevelopment area is directly adjacent to Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

The redevelopment area has a variety of land uses, as identified by the City's geographic information system (GIS) layers: residential, commercial, forest, industrial, open land, and water.

Residential uses are found within the southern portion of the redevelopment area. multifamily residential buildings are found on Court Street. Additional residential buildings are found adjacent to the southeastern portion of the redevelopment area, and along Elliot Street, Carter Street, and Teele Street.

A small amount of commercial use is found within the redevelopment area on North Manchester Street, and adjacent to the redevelopment area on Court Street.

A significant portion of the largest parcel within the redevelopment area is identified as being forested land. However, CSX Transportation worked with the City to clear the forested land during the summer of 2016. The City's GIS data does not reflect this land use change.

Industrial uses are found along Freight Street, North Manchester Street, and Court Street within the southern portion of the redevelopment area, and two parcels along Elliot Street. A few additional industrial uses are found adjacent to the redevelopment area along Elliot Street, Court Street, and Plymouth Street.

The City's GIS data indicates open land is found along the northern portion of the redevelopment area and a small portion at the end of North Manchester Street. The location on North Manchester Street is a parking lot serving the neighboring industrial use. The forested land within the CSX parcel adjacent to the Elliot Street parcel with open land could be recategorized as open land following the vegetation clearance in 2016.

The current land uses within the redevelopment area include undeveloped land; however, there is no designated open space for active or passive recreation within the redevelopment area; however, the

redevelopment area near two parks, Puffer Playground to the north and Snow Park to the south.

Describe the proposed project and its programmatic and physical elements:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major Plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

The preferred scenario combines several land uses to transition the area from the density of the downtown to the lower density of the neighborhood. The objectives of this Plan are as follows:

- **Develop a major underutilized site that is adjacent to the Downtown, within walking distance of multimodal public transit, and currently separate existing neighborhoods from the Downtown**
- **Mitigate existing environmental contamination to the level appropriate for the type of development**
- **Implement infrastructure improvements that support multimodal users - trucks, cars, pedestrians, bicyclists, and commuter rail riders.**
- **Add a mix of commercial flex uses, residential uses, and other supporting uses to this area to create jobs and market-rate housing, strengthening the existing neighborhoods and increasing the ability to revitalize the Downtown**
- **Create a multi-use path that connects Puffer Playground to Snow Park along the eastern edge of Trout Brook to provide an amenity for a neighborhood that does not have access to public open space**
- **Expand open space and remove invasive species along the regulatory floodway to provide stormwater management and flood storage capacity for an area that regularly floods**

Allowing a new use – commercial flex – in the redevelopment area will create the opportunity along the rail tracks for new buildings for businesses and jobs which will support the overall economy of the City and the specific economy of the downtown by providing demand for food, goods, and services. Commercial flex is commonly defined as a mix of industrial, office, and sometimes retail space that can be easily rearranged to meet the needs of the business without additional permitting or licensing required.

Mixed-use and multifamily development along Court Street provides office, retail space, and residential units within easy walking distance of commuter rail and bus services. The demand for goods and services from the office workers and residents will also help support further revitalization of the businesses along Main Street, located a block west from Montello Street and the Commuter Rail. Active ground floor uses, such as a café or small convenience store, could support the needs of both residents and commuters.

In this area, a site has been reserved for a potential public safety building for a new police station.

This site is one of two that the City is considering. If this site is not used for a municipal purpose, it could also become commercial flex. The presence of hazardous materials, as those conditions are understood today, would prevent residential uses without additional environmental remediation of the site.

Trout Brook becomes a significant asset to this area. Removing trash and invasive plants will help restore the function of the brook. To the west of Trout Brook, this plan identifies flood storage areas to help mitigate existing and anticipated flood conditions. The east side of the Brook would become a shared pathway for pedestrians and bicyclists. This pathway would connect Puffer Playground to the north of the CSX site and Snow Park to the south of the site. This pathway would become a significant amenity for several neighborhoods in the area.

To the east of the pathway, the preferred plan includes a local playground, connected to the multi-use path, and a single-family development that knits the existing neighborhood together by extending streets now unconnected to each other. The additional connections will create more access to public transit by fostering a better pedestrian network.

Under current market conditions, some of these proposed uses may require additional subsidies and/or creative financing to stimulate redevelopment. In particular, additional multifamily units will create higher risk and a longer absorption period.

<u>Potential Build-out from this Plan</u>

- **Residential Apartments: 250-300 units (3-6 years); monthly rent: $1,350-$1,900/month**
- **Single-Family Detached Houses: 31 lots; sale price: $305,000 to $335,000**
- **Commercial Flex: ~185,000 square feet; annual rent: $8/square foot/year triple net**
- **Retail/Office Ground Floor: ~14,000 SF**
- **Public Safety Building or Commercial Flex: ~63,000 square feet public safety building or commercial flex**

In addition to new land uses, the BRA plans for several public improvements to support new developments in the Redevelopment Area:

- **Pedestrian path on the east side of Trout Brook connecting Puffer Playground to Snow Park**
- **Expanded open space adjacent to the Trout Brook floodway to increase stormwater management and flood storage capacity**
- **New streets and utilities dividing the larger parcels into smaller, more developable parcels**
- **New streets connecting to existing neighborhood streets**
- **Streetscape improvements throughout the redevelopment area**
- **Expanded utilities under the new street network**

Public improvements will be built by a combination of efforts by the BRA, City, and selected

developers. Prior to the installation of these improvements, the acquired land would need to be cleared. Environmental testing and/or remediation of the land may be undertaken by either the BRA or a preferred developer.

NOTE: The project description should summarize both the project's direct and indirect impacts (including construction period impacts) in terms of their magnitude, geographic extent, duration and frequency, and reversibility, as applicable. It should also discuss the infrastructure requirements of the project and the capacity of the municipal and/or regional infrastructure to sustain these requirements into the future.

Describe the on-site project alternatives (and alternative off-site locations, if applicable), considered by the proponent, including at least one feasible alternative that is allowed under current zoning, and the reasons(s) that they were not selected as the preferred alternative:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major Plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

There is no specific construction project associated with the *Downtown/Trout Brook Redevelopment Plan* .

NOTE*: The purpose of the alternatives analysis is to consider what effect changing the parameters and/or siting of a project, or components thereof, will have on the environment, keeping in mind that the objective of the MEPA review process is to avoid or minimize damage to the environment to the greatest extent feasible. Examples of alternative projects include alternative site locations, alternative site uses, and alternative site configurations.*

Summarize the mitigation measures proposed to offset the impacts of the preferred alternative:
Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

There is no specific construction project associated with the *Downtown/Trout Brook Redevelopment Plan*.

If the project is proposed to be constructed in phases, please describe each phase:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

The activities described in the Implementation Plan in the *Executive Summary, Implementation Plan* and Sections 8 of the attached *Downtown/Trout Brook Redevelopment Plan* are anticipated to take

place over a period of twenty or more years. Some of the proposed activities are dependent upon market conditions and/or the actions of other entities, including City boards, committees, and departments and state agencies. This phasing schedule, therefore, is an estimate of when certain actions are likely and may shift depending on these factors. Phase I activities should be completed within the first 2-5 years. Phase II activities should be completed within 5-10 years. Phase III activities should be completed within 10-20 years.

Action	Responsibility	Phase I	Phase II	Phase III
Draft and approve detailed urban design guidelines and zoning regulations	Planning Department, Planning Board			
Integrate redevelopment area design guidelines in *Section 4.3* into the Planning Board's approval process for site plan review and special permit	BRA, Planning Board, Planning Department			
Transfer City-owned parcels within the redevelopment area to the BRA for disposition. Preserve ownership of City-owned parcels with City.	City Council, BRA			
Acquire easements to ensure implementation of streetscape and Trout Brook path and open space	BRA			
Acquire parcels for Trout Brook path and flood storage	BRA			
With a preferred development partner, acquire CSX-owned parcels for private development	BRA			
Acquire other parcels for disposition for private development	BRA			
Through an RFP process consistent with Chapter 30B[4] or alternative process, select preferred redevelopers for planned acquisitions	BRA			
Dispose of parcels acquired by the BRA to developers for infill development	BRA			
Transfer Trout Brook parcels acquired by the BRA to City	BRA			
Work with City to implement Trout Brook improvements and flood storage	BRA, City Council, Department of Public Infrastructure, Preferred Developer			
Work with City to acquire funding and extend multimodal streets (pedestrian, bicycle, car, and truck) and utilities throughout the redevelopment area	BRA, City Council, Department of Public Infrastructure, Preferred Developer			

AREAS OF CRITICAL ENVIRONMENTAL CONCERN:

Is the project within or adjacent to an Area of Critical Environmental Concern?
☐Yes ☒No; if yes, please specify:

If yes, does the ACEC have an approved Resource Management Plan?
☐Yes ☐No; if yes, describe how the project complies with this plan.

Will there be stormwater runoff or discharge to the designated ACEC?
☐Yes ☐No; if yes, describe and assess the potential impacts of such stormwater runoff/discharge to the designated ACEC.

RARE SPECIES:

Does the project site include Estimated and/or Priority Habitat of State-Listed Rare Species? See http://www.mass.gov/dfwele/dfw/nhesp/regulatoryreview/priorityhabitat/priorityhabitathome.htm
☐Yes ☒No; if yes, please specify:

HISTORICAL /ARCHAEOLOGICAL RESOURCES:

Does the project site include any structure, site or district listed in the State Register of Historic Places or the inventory of Historic and Archaeological Assets of the Commonwealth?
☐Yes ☒No; if yes, please specify:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

There are 4 structures located just outside the Redevelopment Area listed on the Inventory of Historic Assets of the Commonwealth. None of these structures are located on developable parcels.

- **Centre Street Bridge (BRO.923)**
- **Elliot Street Bridge (BRO.930)**
- **Court Street Bridge (BRO.931)**
- **Old Colony Railroad Bridge (Milepost #19.74) (BRO.939)**

If yes, does the project involve any demolition or destruction of any listed or inventoried historic or archaeological resources?
☐Yes ☒No; if yes, please specify:

WATER RESOURCES:

Is there an Outstanding Resource Water (ORW) on or within a half-mile radius of the project site?
☐Yes ☒No; if yes, identify the ORW and its location.

(NOTE: Outstanding Resource Waters include Class A public water supplies, their tributaries, and

bordering wetlands; active and inactive reservoirs approved by MassDEP; certain waters within Areas of Critical Environmental Concern, and certified vernal pools. Outstanding resource waters are listed in the Surface Water Quality Standards, 314 CMR 4.00.)

Are there any impaired water bodies on or within a half-mile radius of the project site?
☒Yes ☐No; if yes, identify the water body and pollutant(s) causing the impairment:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

The following water bodies are listed as impaired according to the Massachusetts 2016 Integrated List of Waters, also referred to as the 303(d) list:

- **MA62-07, Trout Brook, Headwaters, perennial portion, northeast of Argyle Avenue and west of Conrail Line, Avon to mouth at confluence with Salisbury Brook forming headwaters Salisbury Plain River, Brockton. Impairments listed include dissolved oxygen, Escherichia Coli (E. Coli), and fecal coliform.**
- **MA62-08, Salisbury Brook, Headwaters, outlet Cross Pond, Brockton to mouth at confluence with Trout Brook forming headwaters Salibury Plain River, Brockton. Impairments listed include debris, physical substrate habitat alterations, trash, algae, Escherichia Coli (E. Coli), fecal coliform, and sedimentation/siltation.**
- **MA62-05, Salisbury Plain River, Headwaters, confluence of Trout and Salisbury brooks, Brockton to the Brockton Advanced Water Reclamation Facility (AWRF) discharge (NPDES: MA0101010), Brockton. Impairments listed include debris, physical substrate habitat alterations, trash, dissolved oxygen, Escherichia Coli (E. Coli), fecal coliform, and sedimentation/siltation.**

Is the project within a medium or high stress basin, as established by the Massachusetts Water Resources Commission?
☐Yes ☒No

STORMWATER MANAGEMENT:

Generally describe the project's stormwater impacts and measures that the project will take to comply with the standards found in MassDEP's Stormwater Management Regulations:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

The municipal stormwater management system is managed by the City of Brockton's Department of Public Works. The City has a currently authorized discharge permit for its MS4 system under the EPA's NPDES program. Furthermore, any development or redevelopment within 100 feet of a wetland

resource area, which includes Trout Brook which bisects the redevelopment plan boundary, would be subject to the MA Wetlands Protection Act, and therefore would be subject to the Massachusetts Stormwater Management Regulations. Any redevelopment outside of the jurisdiction of the Wetlands protection act would be subject to municipal review, which requires stormwater management standards be met as part of a development project through Section 27-89 – Site Plan Review, Criteria for approval of the Zoning Code.

MASSACHUSETTS CONTINGENCY PLAN:

Has the project site been, or is it currently being, regulated under M.G.L.c.21E or the Massachusetts Contingency Plan?

☒ Yes ☐ No; if yes, please describe the current status of the site (including Release Tracking Number (RTN), cleanup phase, and Response Action Outcome classification):

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

Table 1: Release Tracking Numbers Associated with the Downtown/Trout Brook Redevelopment Area

RTN	City/ Town	Release Address	Site Name/ Location Aid	Reporting Category	Notification Date	Compliance Status
4-0020771	BROCKTON	INTERSECTION @ COURT ST	FMR BROCKTON FREIGHT YARD	TWO HR	09/06/2007	PSC
4-0022881	BROCKTON	45 FREIGHT STREET	BROCKTON IRON AND STEEL	120 DY	10/20/2010	PSC

RTN	City/ Town	Release Address	Date	Phase	RAO Class	Chemical Type	Files
4-0020771	BROCKTON	INTERSECTION @ COURT ST	12/20/2017	PHASE IV	PA	Oil and Hazardous Material	Y
4-0022881	BROCKTON	45 FREIGHT STREET	04/12/2019		PA	Oil and Hazardous Material	Y

Is there an Activity and Use Limitation (AUL) on any portion of the project site?

☒ Yes ☐ No; if yes, describe which portion of the site and how the project will be consistent with the AUL:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45

Freight Street (the Brockton Iron Works). (See Figure 25)

For the former Brockton Freight Yard (Release Tracking Number 4-20771), the proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area). The uses allowed in AUL 1 include the following:

- **Commercial and/or industrial uses**
- **Emergency repair and maintenance of existing utilities within utility easements**
- **Construction /excavation work managed through the use of a Health and Safety Plan**
- **Gardening of agricultural crops for human consumption in raised beds with imported clean soil**

In AUL 2, the uses allowed include the following:

- **Residential uses**
- **Uses that include exposure by children to the soil either in high-frequency or high-intensity situations such as playgrounds, day care, schools, parks, etc.**
- **Other private, public, commercial, industrial, or construction activities not permitted in AUL 1.**

The proposed AUL includes additional conditions and requirements for both the uses above and proposed changes in uses that should be considered during redevelopment.

The Phase IV RIP at 45 Freight Street (Release Tracking Number 4-22881 covers Brockton Iron & Steel, a scrap metal facility. Soil conditions include the presence of heavy metals and other environmental contaminants. The Phase IV RIP outlines the remediation actions required; once those are complete, an AUL will be registered that identifies the allowable uses.

Are you aware of any Reportable Conditions at the property that have not yet been assigned an RTN?
☐ Yes ☒ No; if yes, please describe:

SOLID AND HAZARDOUS WASTE:

If the project will generate solid waste during demolition or construction, describe alternatives considered for re-use, recycling, and disposal of, e.g., asphalt, brick, concrete, gypsum, metal, wood:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

(NOTE: Asphalt pavement, brick, concrete and metal are banned from disposal at Massachusetts landfills and waste combustion facilities and wood is banned from disposal at Massachusetts landfills. See 310 CMR 19.017 for the complete list of banned materials.)

Will your project disturb asbestos containing materials?

☐Yes ☒No;

There is no specific construction project associated with the *Downtown/Trout Brook Redevelopment Plan*.

If yes, please consult state asbestos requirements at http://mass.gov/MassDEP/air/asbhom01.htm

Describe anti-idling and other measures to limit emissions from construction equipment:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

DESIGNATED WILD AND SCENIC RIVER:

Is this project site located wholly or partially within a defined river corridor of a federally designated Wild and Scenic River or a state designated Scenic River?
☐Yes ☒No; if yes, specify name of river and designation:

If yes, does the project have the potential to impact any of the "outstandingly remarkable" resources of a federally Wild and Scenic River or the stated purpose of a state designated Scenic River?
☐Yes ☒No; if yes, specify name of river and designation:

If yes, will the project will result in any impacts to any of the designated "outstandingly remarkable" resources of the Wild and Scenic River or the stated purposes of a Scenic River.
☐Yes ☒No;

If yes, describe the potential impacts to one or more of the "outstandingly remarkable" resources or stated purposes and mitigation measures proposed.

ATTACHMENTS:

1. List of all attachments to this document.

2. U.S.G.S. map (good quality color copy, 8-½ x 11 inches or larger, at a scale of 1:24,000) indicating the project location and boundaries.

3. Plan, at an appropriate scale, of existing conditions on the project site and its immediate environs, showing all known structures, roadways and parking lots, railroad rights-of-way, wetlands and water bodies, wooded areas, farmland, steep slopes, public open spaces, and major utilities.

4 Plan, at an appropriate scale, depicting environmental constraints on or adjacent to the project site such as Priority and/or Estimated Habitat of state-listed rare species, Areas of Critical Environmental Concern, Chapter 91 jurisdictional areas, Article 97 lands, wetland resource area delineations, water supply protection areas, and historic resources and/or districts.

5. Plan, at an appropriate scale, of proposed conditions upon completion of project (if construction of the project is proposed to be phased, there should be a site plan showing conditions upon the completion of each phase).

6. List of all agencies and persons to whom the proponent circulated the ENF, in accordance with 301 CMR 11.16(2).

7. List of municipal and federal permits and reviews required by the project, as applicable.

LAND SECTION – all proponents must fill out this section

I. Thresholds / Permits

A. Does the project meet or exceed any review thresholds related to **land** (see 301 CMR 11.03(1)
☒Yes ☐No; if yes, specify each threshold:

301 CMR 11.03 (1)(b) 7. Approval in accordance with M.G.L. c. 121B of a New urban renewal plan.

II. Impacts and Permits

A. Describe, in acres, the current and proposed character of the project site, as follows:

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

	Existing	**Change**	**Total**
Footprint of buildings	4 acres	6 acres	10 acres
Internal roadways	6 acres	7 acres	13 acres
Parking and other paved areas	5 acres	5 acres	10 acres
Other altered areas	15 acres	6 acres	21 acres
Undeveloped areas	48 acres	(28 acres)	20 acres
Total: Project Site Acreage	74 acres	No change	74 acres

Note: values are approximate.

B. Has any part of the project site been in active agricultural use in the last five years?
☐Yes ☒No; if yes, how many acres of land in agricultural use (with prime state or locally important agricultural soils) will be converted to nonagricultural use?

C. Is any part of the project site currently or proposed to be in active forestry use?
☐Yes ☒No; if yes, please describe current and proposed forestry activities and indicate whether any part of the site is the subject of a forest management plan approved by the Department of Conservation and Recreation:

D. Does any part of the project involve conversion of land held for natural resources purposes in accordance with Article 97 of the Amendments to the Constitution of the Commonwealth to any purpose not in accordance with Article 97?

☐Yes ☒No; if yes, describe:

E. Is any part of the project site currently subject to a conservation restriction, preservation restriction, agricultural preservation restriction or watershed preservation restriction?
☐Yes ☒No; if yes, does the project involve the release or modification of such restriction?
☐Yes ☐No; if yes, describe:

F. Does the project require approval of a new urban redevelopment project or a fundamental change in an existing urban redevelopment project under M.G.L.c.121A?
☐Yes ☒No; if yes, describe:

G. Does the project require approval of a new urban renewal plan or a major modification of an existing urban renewal plan under M.G.L.c.121B?
☒Yes ☐No; if yes, describe:

The attached *Downtown/Trout Brook Redevelopment Plan* is a new urban renewal plan.

III. Consistency

Identify the current municipal comprehensive land use plan

Title: ***A Blueprint for Brockton*** Date **2017**

Describe the project's consistency with that plan with regard to:

1. Economic development **Consistent**
2. Adequacy of infrastructure **Consistent**
3. Open space impacts **Consistent**
4. Compatibility with adjacent land uses **Consistent**

The following goals are quoted directly from *A Blueprint for Brockton*. These goals are relevant for, but not always specific to, the Waterfront District.

- **Restore Land Use Balance: focus on both Preservation and Development. The plan recommends "targeting redevelopment towards underutilized and former industrial areas."**
- **Be a Great Community for the Middle Class: focus on the "R"s to retain, retrain, and recruit. The plan identifies two elements that support the objectives of this plan: "high quality walkable neighborhoods that are safe, family-oriented places" and "a range of housing choices in locations that match a full range of middle class lifestyles."**
- **Expand Stewardship: focus on building community. A key elements of this objective is "Growing identification of residents with the neighborhood or district in which they live."**
- **Provide Equity: focus on services, amenities, and infrastructure. The plan discusses the**

need for "balanced, distributed investments in the services and amenities for all neighborhoods and districts."

The *Downtown/Trout Brook Redevelopment Plan*, the subject of this ENF-form, is consistent with, or builds upon, these ideas as they apply to present-day Brockton, and to the scope and geography of this planning effort.

The objectives of this Urban Renewal Plan are consistent with the objectives of the comprehensive plan. The redevelopment of a former industrial site will create housing choices for current and future Brockton residents (market-rate rental and single-family homes, integrated with an existing neighborhood and close to transit). The inclusion of a pedestrian and bike-friendly path linking two existing parks will provide amenities to a neighborhood that has had none and that has been negatively impacted by this vacant site. These improvements will support jobs and amenities for the area, supporting a new, positive identity.

A key economic development goal includes increasing the number of good-paying jobs in the City; improving access to the CSX site was one example given. (LU2.2: Undertake focused redevelopment strategies for the CSX rail yard and Edson Brook areas.)

This Plan also draws upon a planning document produced for the *Downtown: Brockton Downtown Action Strategy*, 2016. In particular, this Plan identifies "Start a master planning process and re-zoning initiative for CSX property" as a key action from the *Downtown Brockton Market Study & Policy Recommendations,* 2009. This site was also considered in the Expanded Planning Efforts Section, noting the sites proximity to public transit and suitability for a one-stop homeless shelter and a possible future site for the police and fire stations.

Identify the current Regional Policy Plan of the applicable Regional Planning Agency (RPA)
RPA: **Old Colony Planning Council**

Title: ***Cohesive17 Creating Livable Communities, 2018 Regional Policy Plan*** Date **2018**

Describe the project's consistency with that plan with regard to:

1. Economic development **Consistent**
2. Adequacy of infrastructure **Consistent**
3. Open space impacts **Consistent**

Applicable Regional Policy Plan Goals:

- **ENVIRONMENTAL JUSTICE Make sure that no single geography or population bears a disproportionate environmental burden and that all places and people have equal access to a healthy environment.**
- **ECONOMIC DEVELOPMENT Foster a "development without displacement" economic**

development strategy that provides all residents with training opportunities, provides a broad array of job opportunities for a variety of skill levels and career paths, and provides entrepreneurial resources and opportunities.

- **HOUSING Build into development and redevelopment a range of housing and price points.**
- **TRANSPORTATION Develop a transportation system that provides a range of choices and enhances access to jobs, services, and other opportunities.**
- **HEALTHY AND COMPLETE COMMUNITIES Create livable centers for people of all ages to live, work and play. Connect communities through a variety of transportation choices that promote healthy lifestyles, including walking and biking. Increase the supply and variety of housing types, affordable for people of all ages and income levels in areas with frequent transit service and access to a variety of services.**
- **REINVESTMENT Policies that encourage reinvestment in existing neighborhoods.**
- **HABITAT AND OPEN SPACE PRESERVATION Focus growth in areas that are already urbanized, allowing the region to set aside and restore more open space in our less developed areas.**

The Downtown/Trout Brook Redevelopment Plan will encourage the redevelopment of a currently blighted and disused site that is directly adjacent to Downtown Brockton and a major commuter rail station. Promoting mixed-use development, including "commercial flex" opportunities and housing, that is close to transit and walkable communities and complemented by an update open space network along Trout Brook align with the goals of the Regional Policy Plan.

This Plan is supplemented by the *Comprehensive Economic Development Strategy, 2015* and *MovingU 2040 Regional Transportation Plan, 2016.*

The *Downtown/Trout Brook Redevelopment Plan* is consistent with the 2018 *Comprehensive Economic Development Strategy*, which establishes 19 goals:

A. **Participation in CEDS planning process.**
B. **Promote the expansion/revitalization of quality industrial/commercial land in the region and the reuse of older urban facilities.**
C. **Promote entrepreneurship and preserve existing business and industry by providing planning assistance.**
D. **Work to maintain and enhance the region's quality of life.**
E. **Support the development of transportation projects necessary for economic development.**
F. **Pursue a policy of sustainable development.**
G. **Provide data and information to support economic development in the region.**

H. **Improve the education and skills of the region's workforce.**

I. **Meet the region's needs for financing and technical support available to troubled, expanding, start-up or minority-owned firms.**

J. **Promotion and development of our tourism industry.**

K. **Promote transit-oriented development (TOD).**

L. **Encourage the creation of local energy resources for both emergency and long-term use. Support those communities within the OCPC region considering the formation of independent local energy utilities. Such ventures include, but are not limited to, solar power, wind energy, fuel cells, geothermal energy and natural gas fired combined cycle electric generating plants and municipal aggregation.**

M. **Support the development of enhanced telecommunications infrastructure in our region, including downtown areas, with high-speed broadband internet and Wi-Fi to support economic development.**

N. **Encourage the branding of the region to support economic development**

O. **Encourage communities to look at overlay districts to encourage development.**

P. **To encourage the development of public water supplies and wastewater treatment capacity in the region.**

Q. **Encourage investments to grow jobs in the life sciences.**

R. **Encourage expanding housing investments and housing choices.**

S. **Encourage economic resilience in our regional economy.**

Each goal is attached to a measurable indicator and is connected to a regional Strengths-Weaknesses-Opportunities-Threats analysis. The document also includes activities and progress relating to that goal. In Goal O, Brockton is mentioned in the activities and progress section several times in relation to its 60-acre Downtown 40R Smart Growth Overlay District, allowing residential and mixed-use development within the Smart Growth District to take place as a matter of right, without the need for a special permit or variance. The CSX Yards Redevelopment is also mentioned as a priority project that addresses Goals A and B.

The 2016 *Regional Transportation Plan* strives to use the region's transit system to enable smart growth development. The Plan establishes several goals towards this end, which are distributed across seven categories: Safety and Security, System Preservation, Regional Mobility and Congestion Management, System Reliability, Economic Vitality, Environmental Sustainability, Transportation System Equity, and Reduced Project Delivery Costs.

In its assessment of existing conditions and projections of future challenges, the document describes several conditions specific to Brockton. In Goal 5 Economic Vitality, one objective states "identify opportunities for promoting intermodal freight movement and uses for the Brockton CSX site." The report also notes the limitations of the site as a rail freight hub and that any freight operation would be on a smaller scale. Suggested uses include a secondary

freight rail yard, warehousing, rail-dependent manufacturing, and commodity-specific transfer facility for a local company. Brockton's BAT Intermodal Centre's proximity to the Downtown Brockton Commuter Rail Station is called out as a great example of multimodal options in the Old Colony region; these two transit hubs are adjacent to the Redevelopment Area. Further improvements called for in the Redevelopment Plan will improve walking and biking conditions as well as provide new mixed-use, transit-oriented development. The height of historic bridges (Elliot Street, Court Street) is also mentioned as a constraint to freight traffic.

The Urban Renewal Plan does not anticipate new rail connections or freight-dependent uses, since those uses would not be compatible with the vision for a strategic extension of Downtown Brockton with mixed uses such as commercial flex (flexible spaces that can accommodate warehousing, research, offices, light industrial) and residential.

RARE SPECIES SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permits

A. Will the project meet or exceed any review thresholds related to rare species or habitat (see 301 CMR 11.03(2))?
☐Yes ☒No; if yes, specify, in quantitative terms:

(NOTE: If you are uncertain, it is recommended that you consult with the Natural Heritage and Endangered Species Program (NHESP) prior to submitting the ENF.)

B. Does the project require any state permits related to rare species or habitat?
☐Yes ☒No

C. Does the project site fall within mapped rare species habitat (Priority or Estimated Habitat?) in the current Massachusetts Natural Heritage Atlas (attach relevant page)?
☐Yes ☒No

D. If you answered "No" to all questions A, B and C, proceed to the **Wetlands, Waterways, and Tidelands Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Rare Species section below.

II. Impacts and Permits

A. Does the project site fall within Priority or Estimated Habitat in the current Massachusetts Natural Heritage Atlas (attach relevant page)?
☐Yes ☐No. If yes,

1. Have you consulted with the Division of Fisheries and Wildlife Natural Heritage and Endangered Species Program (NHESP)?
☐Yes ☐No; if yes, have you received a determination as to whether the project will result in the “take” of a rare species?

☐Yes ☐No; if yes, attach the letter of determination to this submission.

2. Will the project "take" an endangered, threatened, and/or species of special concern in accordance with M.G.L. c.131A (see also 321 CMR 10.04)?
☐Yes ☐No; if yes, provide a summary of proposed measures to minimize and mitigate rare species impacts

3. Which rare species are known to occur within the Priority or Estimated Habitat?

4. Has the site been surveyed for rare species in accordance with the Massachusetts Endangered Species Act? ☐Yes ☐No

5. If your project is within Estimated Habitat, have you filed a Notice of Intent or received an Order of Conditions for this project?
☐Yes ☐No; if yes, did you send a copy of the Notice of Intent to the Natural Heritage and Endangered Species Program, in accordance with the Wetlands Protection Act regulations?

☐Yes ☐No

B. Will the project "take" an endangered, threatened, and/or species of special concern in accordance with M.G.L. c.131A (see also 321 CMR 10.04)?
☐Yes ☐No; if yes, provide a summary of proposed measures to minimize and mitigate impacts to significant habitat:

WETLANDS, WATERWAYS, AND TIDELANDS SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permits

A. Will the project meet or exceed any review thresholds related to **wetlands, waterways, and tidelands** (see 301 CMR 11.03(3))?
☒Yes ☐No; if yes, specify, in quantitative terms:

The urban redevelopment plan calls for a new open space. The new open space will improve stormwater management in the area by providing a buffer for the storage of flood waters. Along with the creation of this open space, trash and invasive species will be removed from Trout Brook. Trout Brook has 2,249 linear and the open space would include the 25-foot riverfront buffer. The FEMA 1% Annual Flood Zone consists of 1.25 acres.

B. Does the project require any state permits (or a local Order of Conditions) related to **wetlands, waterways, or tidelands**?
☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Water Supply Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Wetlands, Waterways, and Tidelands Section below.

II. Wetlands Impacts and Permits

A. Does the project require a new or amended Order of Conditions under the Wetlands Protection Act (M.G.L. c.131A)?
☒Yes ☐No; if yes, has a Notice of Intent been filed?

☐Yes ☒No; if yes, list the date and MassDEP file number: _____;

If yes, has a local Order of Conditions been issued? ☐Yes ☐No

Was the Order of Conditions appealed? ☐Yes ☐No

Will the project require a Variance from the Wetlands regulations? ☐Yes ☐No

B. Describe any proposed permanent or temporary impacts to wetland resource areas located on the project site:

C. Estimate the extent and type of impact that the project will have on wetland resources, and indicate whether the impacts are temporary or permanent:

Coastal Wetlands	Area (square feet) or Length (linear feet)	Temporary or Permanent Impact?
Land Under the Ocean	_____	_____
Designated Port Areas	_____	_____
Coastal Beaches	_____	_____
Coastal Dunes	_____	_____
Barrier Beaches	_____	_____
Coastal Banks	_____	_____
Rocky Intertidal Shores	_____	_____
Salt Marshes	_____	_____
Land Under Salt Ponds	_____	_____
Land Containing Shellfish	_____	_____
Fish Runs	_____	_____
Land Subject to Coastal Storm Flowage	_____	_____
Inland Wetlands		
Bank (lf)	____2,249 ft_____	____Permanent_____
Bordering Vegetated Wetlands	____0.33 acres____	____Permanent_____
Isolated Vegetated Wetlands	_____N/A_____	_____
Land under Water	_____N/A_____	_____
Isolated Land Subject to Flooding	_____N/A_____	_____
Bordering Land Subject to Flooding	____1.25 acres____	____Permanent_____
Riverfront Area	____0.62 acres____	____Permanent_____

D. Is any part of the project:

1. proposed as a **limited project**?
☐Yes ☒No; if yes, what is the area (in sf)?____

2. the construction or alteration of a **dam**?
☐Yes ☒No; if yes, describe:

3. fill or structure in a **velocity zone** or **regulatory floodway**? ☐Yes ☒No

4. dredging or disposal of dredged material?
☐Yes ☒No; if yes, describe the volume of dredged material and the proposed disposal site:

5. a discharge to an **Outstanding Resource Water (ORW)** or an **Area of Critical Environmental Concern (ACEC)**? ☐Yes ☒No

6. subject to a wetlands restriction order?
☐Yes ☒No; if yes, identify the area (in sf):

7. located in buffer zones?
☐Yes ☒No; if yes, how much (in sf) _____

E. Will the project:

1. be subject to a local wetlands ordinance or bylaw? ☒Yes ☐No

2. alter any federally-protected wetlands not regulated under state law?
☐Yes ☒No; if yes, what is the area (sf)?

III. Waterways and Tidelands Impacts and Permits

A. Does the project site contain waterways or tidelands (including filled former tidelands) that are subject to the Waterways Act, M.G.L.c.91?
☐Yes ☒No; if yes, is there a current Chapter 91 License or Permit affecting the project site?

☐Yes ☐No; if yes, list the date and license or permit number and provide a copy of the historic map used to determine extent of filled tidelands:

B. Does the project require a new or modified license or permit under M.G.L.c.91?
☐Yes ☒No; if yes, how many acres of the project site subject to M.G.L.c.91 will be for non-water-dependent use? Current ___ Change ___ Total ___

If yes, how many square feet of solid fill or pile-supported structures (in sf)?

C. For non-water-dependent use projects, indicate the following:

Area of filled tidelands on the site:_____

Area of filled tidelands covered by buildings:_____

For portions of site on filled tidelands, list ground floor uses and area of each use:
_____

Does the project include new non-water-dependent uses located over flowed tidelands?
☐Yes ☒No

Height of building on filled tidelands_____

Also show the following on a site plan: Mean High Water, Mean Low Water, Water-dependent Use Zone, location of uses within buildings on tidelands, and interior and exterior areas and facilities dedicated for public use, and historic high and historic low water marks.

D. Is the project located on landlocked tidelands?
☐Yes ☒No; if yes, describe the project's impact on the public's right to access, use and enjoy jurisdictional tidelands and describe measures the project will implement to avoid, minimize or mitigate any adverse impact:

E. Is the project located in an area where low groundwater levels have been identified by a municipality or by a state or federal agency as a threat to building foundations?
☐Yes ☒No; if yes, describe the project's impact on groundwater levels and describe measures the project will implement to avoid, minimize or mitigate any adverse impact:

F. Is the project non-water-dependent **and** located on landlocked tidelands **or** waterways or tidelands subject to the Waterways Act **and** subject to a mandatory EIR?
☐Yes ☒No;

(NOTE: If yes, then the project will be subject to Public Benefit Review and Determination.)

G. Does the project include dredging?
☐Yes ☒No; if yes, answer the following questions:

What type of dredging? Improvement ___ Maintenance ___ Both ____

What is the proposed dredge volume, in cubic yards (cys) _____

What is the proposed dredge footprint ____length (ft) ___width (ft)____depth (ft);

Will dredging impact the following resource areas?

Intertidal ☐Yes ☐No if yes, ___ sq ft

Outstanding Resource Waters ☐Yes ☐No; if yes, ___ sq ft

Other resource area (i.e. shellfish beds, eel grass beds)
☐Yes ☐No; if yes __ sq ft

If yes to any of the above, have you evaluated appropriate and practicable steps to: 1) avoidance; 2) if avoidance is not possible, minimization; 3) if either avoidance or minimize is not possible, mitigation?

If no to any of the above, what information or documentation was used to support this

determination?

Provide a comprehensive analysis of practicable alternatives for improvement dredging in accordance with 314 CMR 9.07(1)(b). Physical and chemical data of the sediment shall be included in the comprehensive analysis.

Sediment Characterization

Existing gradation analysis results? ☐Yes ☐No; if yes, provide results.

Existing chemical results for parameters listed in 314 CMR 9.07(2)(b)6?
☐Yes ☐No; if yes, provide results.

Do you have sufficient information to evaluate feasibility of the following management options for dredged sediment?
☐Yes ☐No; if yes, check the appropriate option.

☐Beach Nourishment

☐Unconfined Ocean Disposal

☐Confined Disposal:

☐Confined Aquatic Disposal (CAD)

☐Confined Disposal Facility (CDF)

☐Landfill Reuse in accordance with COMM-97-001

☐Shoreline Placement

☐Upland Material Reuse

☐In-State landfill disposal

☐Out-of-state landfill disposal

(NOTE: This information is required for a 401 Water Quality Certification.)

IV. Consistency:

A. Does the project have effects on the coastal resources or uses, and/or is the project located within the Coastal Zone?
☐Yes ☒No; if yes, describe these effects and the projects consistency with the policies of the Office of Coastal Zone Management:

B. Is the project located within an area subject to a Municipal Harbor Plan?
☐Yes ☒No; if yes, identify the Municipal Harbor Plan and describe the project's consistency with that plan:

WATER SUPPLY SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permits

A. Will the project meet or exceed any review thresholds related to **water supply** (see 301 CMR 11.03(4))?
☐Yes ☒No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **water supply**?
☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Wastewater Section.** If you answered "Yes" to either question A or question B, fill out the remainder of the Water Supply Section below.

II. Impacts and Permits

A. Describe, in gallons per day (gpd), the volume and source of water use for existing and proposed activities at the project site:

	Existing	Change	Total
Municipal or regional water supply	_____	_____	_____
Withdrawal from groundwater	_____	_____	_____
Withdrawal from surface water	_____	_____	_____
Interbasin transfer	_____	_____	_____

(NOTE: Interbasin Transfer approval will be required if the basin and community where the proposed water supply source is located is different from the basin and community where the wastewater from the source will be discharged.)

B. If the source is a municipal or regional supply, has the municipality or region indicated that there is adequate capacity in the system to accommodate the project?
☐Yes ☐No

C. If the project involves a new or expanded withdrawal from a groundwater or surface water source, has a pumping test been conducted?
☐Yes ☐No; if yes, attach a map of the drilling sites and a summary of the alternatives considered and the results.

D. What is the currently permitted withdrawal at the proposed water supply source (in gallons per day)? _ Will the project require an increase in that withdrawal?
☐Yes ☐No; if yes, then how much of an increase (gpd)? _____

E. Does the project site currently contain a water supply well, a drinking water treatment facility, water main, or other water supply facility, or will the project involve construction of a new facility?
☐Yes ☐No; if yes, describe existing and proposed water supply facilities at the project site:

	Permitted Flow	Existing Avg Daily Flow	Project Flow	Total
Capacity of water supply well(s) (gpd)	_____	_____	_____	_____
Capacity of water treatment plant (gpd)	_____	_____	_____	_____

F. If the project involves a new interbasin transfer of water, which basins are involved, what is the direction of the transfer, and is the interbasin transfer existing or proposed?

G. Does the project involve:

1. new water service by the Massachusetts Water Resources Authority or other agency of the Commonwealth to a municipality or water district?
☐Yes ☐No

2. a Watershed Protection Act variance?
☐Yes ☐No; if yes, how many acres of alteration?

3. a non-bridged stream crossing 1,000 or fewer feet upstream of a public surface drinking water supply for purpose of forest harvesting activities?
☐Yes ☐No

III. Consistency

Describe the project's consistency with water conservation plans or other plans to enhance water resources, quality, facilities and services:

WASTEWATER SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permits

A. Will the project meet or exceed any review thresholds related to **wastewater** (see 301 CMR 11.03(5))?

☐Yes ☒No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **wastewater**?

☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Transportation – Traffic Generation Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Wastewater Section below.

II. Impacts and Permits

A. Describe the volume (in gallons per day) and type of disposal of wastewater generation for existing and proposed activities at the project site (calculate according to 310 CMR 15.00 for septic systems or 314 CMR 7.00 for sewer systems):

	Existing	Change	Total
Discharge of sanitary wastewater	_____	_____	_____
Discharge of industrial wastewater	_____	_____	_____
TOTAL	_____	_____	_____

	Existing	Change	Total
Discharge to groundwater	_____	_____	_____
Discharge to outstanding resource water	_____	_____	_____
Discharge to surface water	_____	_____	_____
Discharge to municipal or regional wastewater facility	_____	_____	_____
TOTAL	_____	_____	_____

B. Is the existing collection system at or near its capacity?
☐Yes ☐No; if yes, then describe the measures to be undertaken to accommodate the project's wastewater flows:

C. Is the existing wastewater disposal facility at or near its permitted capacity?
☐Yes ☐No; if yes, then describe the measures to be undertaken to accommodate the project's wastewater flows:

D. Does the project site currently contain a wastewater treatment facility, sewer main, or other wastewater disposal facility, or will the project involve construction of a new facility?
☐Yes ☐No; if yes, describe as follows:

	Permitted	Existing Avg Daily Flow	Project Flow	Total
Wastewater treatment plant capacity (in gallons per day)	_____	_____	_____	_____

E. If the project requires an interbasin transfer of wastewater, which basins are involved, what is the direction of the transfer, and is the interbasin transfer existing or new?

(NOTE: Interbasin Transfer approval may be needed if the basin and community where wastewater will be discharged is different from the basin and community where the source of water supply is located.)

F. Does the project involve new sewer service by the Massachusetts Water Resources Authority (MWRA) or other Agency of the Commonwealth to a municipality or sewer district?
☐Yes ☐No

G. Is there an existing facility, or is a new facility proposed at the project site for the storage, treatment, processing, combustion or disposal of sewage sludge, sludge ash, grit, screenings, wastewater reuse (gray water) or other sewage residual materials?
☐Yes ☐No; if yes, what is the capacity (tons per day):

	Existing	Change	Total
Storage	_____	_____	_____
Treatment	_____	_____	_____
Processing	_____	_____	_____
Combustion	_____	_____	_____
Disposal	_____	_____	_____

H. Describe the water conservation measures to be undertaken by the project, and other wastewater mitigation, such as infiltration and inflow removal.

III. Consistency

A. Describe measures that the proponent will take to comply with applicable state, regional, and local plans and policies related to wastewater management:

B. If the project requires a sewer extension permit, is that extension included in a comprehensive wastewater management plan?
☐Yes ☐No; if yes, indicate the EEA number for the plan and whether the project site is within a sewer service area recommended or approved in that plan:

TRANSPORTATION SECTION (TRAFFIC GENERATION)

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permit

A. Will the project meet or exceed any review thresholds related to **traffic generation** (see 301 CMR 11.03(6))?
☐Yes ☒No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **state-controlled roadways**?
☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Roadways and Other Transportation Facilities Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Traffic Generation Section below.

II. Traffic Impacts and Permits

A. Describe existing and proposed vehicular traffic generated by activities at the project site:

	Existing	Change	Total
Number of parking spaces	_____	_____	_____
Number of vehicle trips per day	_____	_____	_____
ITE Land Use Code(s):	_____	_____	_____

B. What is the estimated average daily traffic on roadways serving the site?

Roadway	Existing	Change	Total
1. _____	_____	_____	_____
2. _____	_____	_____	_____
3. _____	_____	_____	_____

C. If applicable, describe proposed mitigation measures on state-controlled roadways that the project proponent will implement:

D. How will the project implement and/or promote the use of transit, pedestrian and bicycle facilities and services to provide access to and from the project site?

E. Is there a Transportation Management Association (TMA) that provides transportation

demand management (TDM) services in the area of the project site?
☐Yes ☐No; if yes, describe if and how will the project will participate in the TMA:

F. Will the project use (or occur in the immediate vicinity of) water, rail, or air transportation facilities?
☐Yes ☐No; if yes, generally describe:

G. If the project will penetrate approach airspace of a nearby airport, has the proponent filed a Massachusetts Aeronautics Commission Airspace Review Form (780 CMR 111.7) and a Notice of Proposed Construction or Alteration with the Federal Aviation Administration (FAA) (CFR Title 14 Part 77.13, forms 7460-1 and 7460-2)?

III. Consistency

Describe measures that the proponent will take to comply with municipal, regional, state, and federal plans and policies related to traffic, transit, pedestrian and bicycle transportation facilities and services:

TRANSPORTATION SECTION (ROADWAYS AND OTHER TRANSPORTATION FACILITIES)

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds

A. Will the project meet or exceed any review thresholds related to **roadways or other transportation facilities** (see 301 CMR 11.03(6))?

☐ Yes ☒ No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **roadways or other transportation facilities**?

☐ Yes ☒ No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Energy Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Roadways Section below.

II. Transportation Facility Impacts

A. Describe existing and proposed transportation facilities in the immediate vicinity of the project site:

B. Will the project involve any

1. Alteration of bank or terrain (in linear feet)? _____
2. Cutting of living public shade trees (number)? _____
3. Elimination of stone wall (in linear feet)? _____

III. Consistency

Describe the project's consistency with other federal, state, regional, and local plans and policies related to traffic, transit, pedestrian and bicycle transportation facilities and services, including consistency with the applicable regional transportation plan and the Transportation Improvements Plan (TIP), the State Bicycle Plan, and the State Pedestrian Plan:

ENERGY SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permits

A. Will the project meet or exceed any review thresholds related to **energy** (see 301 CMR 11.03(7))?
☐Yes ☒No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **energy**?
☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Air Quality Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Energy Section below.

II. Impacts and Permits

A. Describe existing and proposed energy generation and transmission facilities at the project site:

	Existing	Change	Total
Capacity of electric generating facility (megawatts)	_____	_____	_____
Length of fuel line (in miles)	_____	_____	_____
Length of transmission lines (in miles)	_____	_____	_____
Capacity of transmission lines (in kilovolts)	_____	_____	_____

B. If the project involves construction or expansion of an electric generating facility, what are:

1. the facility's current and proposed fuel source(s)?

2. the facility's current and proposed cooling source(s)?

C. If the project involves construction of an electrical transmission line, will it be located on a new, unused, or abandoned right of way?
☐Yes ☐No; if yes, please describe:

D. Describe the project's other impacts on energy facilities and services:

III. Consistency

Describe the project's consistency with state, municipal, regional, and federal plans and policies for enhancing energy facilities and services:

AIR QUALITY SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds

A. Will the project meet or exceed any review thresholds related to **air quality** (see 301 CMR 11.03(8))?

☐Yes ☒No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **air quality**?

☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Solid and Hazardous Waste Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Air Quality Section below.

II. Impacts and Permits

A. Does the project involve construction or modification of a major stationary source (see 310 CMR 7.00, Appendix A)?

☐Yes ☐No; if yes, describe existing and proposed emissions (in tons per day) of:

	Existing	Change	Total
Particulate matter	_____	_____	_____
Carbon monoxide	_____	_____	_____
Sulfur dioxide	_____	_____	_____
Volatile organic compounds	_____	_____	_____
Oxides of nitrogen	_____	_____	_____
Lead	_____	_____	_____
Any hazardous air pollutant	_____	_____	_____
Carbon dioxide	_____	_____	_____

B. Describe the project's other impacts on air resources and air quality, including noise impacts:

III. Consistency

A. Describe the project's consistency with the State Implementation Plan:

B. Describe measures that the proponent will take to comply with other federal, state, regional, and local plans and policies related to air resources and air quality:

SOLID AND HAZARDOUS WASTE SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Permits

A. Will the project meet or exceed any review thresholds related to **solid or hazardous waste** (see 301 CMR 11.03(9))?
☐Yes ☒No; if yes, specify, in quantitative terms:

B. Does the project require any state permits related to **solid and hazardous waste**?
☐Yes ☒No; if yes, specify which permit:

C. If you answered "No" to both questions A and B, proceed to the **Historical and Archaeological Resources Section**. If you answered "Yes" to either question A or question B, fill out the remainder of the Solid and Hazardous Waste Section below.

II. Impacts and Permits

A. Is there any current or proposed facility at the project site for the storage, treatment, processing, combustion or disposal of solid waste?
☐Yes ☐No; if yes, what is the volume (in tons per day) of the capacity:

	Existing	Change	Total
Storage	_____	_____	_____
Treatment, processing	_____	_____	_____
Combustion	_____	_____	_____
Disposal	_____	_____	_____

B. Is there any current or proposed facility at the project site for the storage, recycling, treatment or disposal of hazardous waste?
☐Yes ☐No; if yes, what is the volume (in tons or gallons per day) of the capacity:

	Existing	Change	Total
Storage	_____	_____	_____

Recycling	_____	_____	_____
Treatment	_____	_____	_____
Disposal	_____	_____	_____

C. If the project will generate solid waste (for example, during demolition or construction), describe alternatives considered for re-use, recycling, and disposal:

D. If the project involves demolition, do any buildings to be demolished contain asbestos?
☐Yes ☐No

E. Describe the project's other solid and hazardous waste impacts (including indirect impacts):

III. Consistency

Describe measures that the proponent will take to comply with the State Solid Waste Master Plan:

HISTORICAL AND ARCHAEOLOGICAL RESOURCES SECTION

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

I. Thresholds / Impacts

A. Have you consulted with the Massachusetts Historical Commission?
☒Yes ☐No; if yes, attach correspondence.

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

For project sites involving lands under water, have you consulted with the Massachusetts Board of Underwater Archaeological Resources?
☐Yes ☒No; if yes, attach correspondence

B. Is any part of the project site a historic structure, or a structure within a historic district, in either case listed in the State Register of Historic Places or the Inventory of Historic and Archaeological Assets of the Commonwealth?
☐Yes ☒No;

Please note that the Downtown/Trout Brook Redevelopment Plan does not have an immediate specific development project. The Brockton Redevelopment Authority or the project developer will file a revised ENF as required by each project. If the BRA files a major plan

update with DHCD, it will also file a revised ENF. The information below is provided for sites within the redevelopment plan boundary.

Please see attached *Downtown/Trout Brook Redevelopment Plan* for the location of structures on the Inventory of Historic and Archaeological Assets of the Commonwealth. There are 4 bridges that are on the inventory that are immediately adjacent from the Redevelopment Area.

The following information is provided by the Massachusetts Historic Commission in their Massachusetts Cultural Resource Information System (MACRIS). This information was last accessed on March 5, 2018.

Inv. No	Property Name	Street	Year
BRO.923	Centre Street Bridge	Centre Street	1928
BRO.930	Old Colony Railroad Bridge (Milepost #19.65)	Elliot Street	1896
BRO.931	Old Colony Railroad Bridge (Milepost #19.99)	Court Street	1896
BRO.939	Old Colony Railroad Bridge (Milepost #19.74)	Porter's Pass	1896

If yes, does the project involve the demolition of all or any exterior part of such historic structure?

☐Yes ☒No; if yes, please describe:

C. Is any part of the project site an archaeological site listed in the State Register of Historic Places or the Inventory of Historic and Archaeological Assets of the Commonwealth?

☐Yes ☒No

If yes, does the project involve the destruction of all or any part of such archaeological site?

☐Yes ☒No; if yes, please describe:

D. If you answered "No" to all parts of both questions A, B and C, proceed to the **Attachments and Certifications** Sections.

If you answered "Yes" to any part of either question A or question B, fill out the remainder of the Historical and Archaeological Resources Section below.

II. Impacts

Describe and assess the project's impacts, direct and indirect, on listed or inventoried historical and archaeological resources:

The design guidelines established by the *Downtown/Trout Brook Redevelopment Plan* require projects to be sensitive to the existing context of historic buildings and development patterns.

Please see *12.02(4) Objectives: Design Guidelines* in the attached *Downtown/Trout Brook Redevelopment Plan.*

III. Consistency

Describe measures that the proponent will take to comply with federal, state, regional, and local plans and policies related to preserving historical and archaeological resources:

Redevelopers within the redevelopment plan area will be subject to the City's zoning ordinance, as may be revised according to the recommendations of this Plan. Redevelopers of all property within the redevelopment plan area will also be subject to the urban design guidelines in *12.02(4) Objectives: Design Guidelines* of the attached *Downtown/Trout Brook Redevelopment Plan.*

CERTIFICATIONS:

1. The Public Notice of Environmental Review has been/will be published in the following newspapers in accordance with 301 CMR 11.15(1):

The Enterprise The first publication date after: January 20, 2021

2. This form has been circulated to Agencies and Persons in accordance with 301 CMR 11.16(2).

Signatures:

Date	Signature of Responsible Officer or Proponent	Date	Signature of person preparing NPC (if different from above)
	Rob May, CEcD Name (print or type)		**Emily Keys Innes, AICP, LEED AP ND** Name (print or type)
	Brockton Redevelopment Authority Firm/Agency		**Innes Associates Ltd.** Firm/Agency
	45 School Street Street		**36R Moody Street** Street
	Brockton, MA 02301 Municipality/State/Zip		**Byfield, MA 01922** Municipality/State/Zip
	(508) 580-7113 Phone		**(857) 226-3815** Phone

ENF ATTACHMENT 1 LIST OF ATTACHMENTS

1. LIST OF ATTACHMENTS

2. U.S.G.S MAP AT A SCALE OF 1:24,000

U.S.G.S. map (good quality color copy, 8 ½ x 11 inches or larger, at a scale of 1:24,000) indicating the project location and boundaries.

3. EXISTING CONDITIONS PLAN

Plan, at an appropriate scale, of existing conditions on the project site and its immediate environs, showing all known structures, roadways and parking lots, railroad rights of way, wetlands and water bodies, wooded areas, farmland, steep slopes, public open spaces, and major utilities.

4. ENVIRONMENTAL CONSTRAINTS PLAN

Plan, at an appropriate scale, depicting environmental constraints on or adjacent to the project site such as Priority and/or Estimated Habitat of state listed rare species, Areas of Critical Environmental Concern, Chapter 91 jurisdictional areas, Article 97 lands, wetland resource area delineations, water supply protection areas, and historic resources and/or districts.

5. PLAN OF PROPOSED CONDITIONS AT COMPLETION

Plan, at an appropriate scale, of proposed conditions upon completion of project (if construction of the project is proposed to be phased, there should be a site plan showing conditions upon the completion of each phase).

6. PUBLIC NOTICE OF ENVIRONMENTAL REVIEW AND DISTRIBUTION LIST

List of all agencies and persons to whom the proponent circulated the ENF, in accordance with 301 CMR 11.16(2).

7. LIST OF MUNICIPAL AND FEDERAL PERMITS AND REVIEWS

List of municipal and federal permits and reviews required by the project, as applicable.

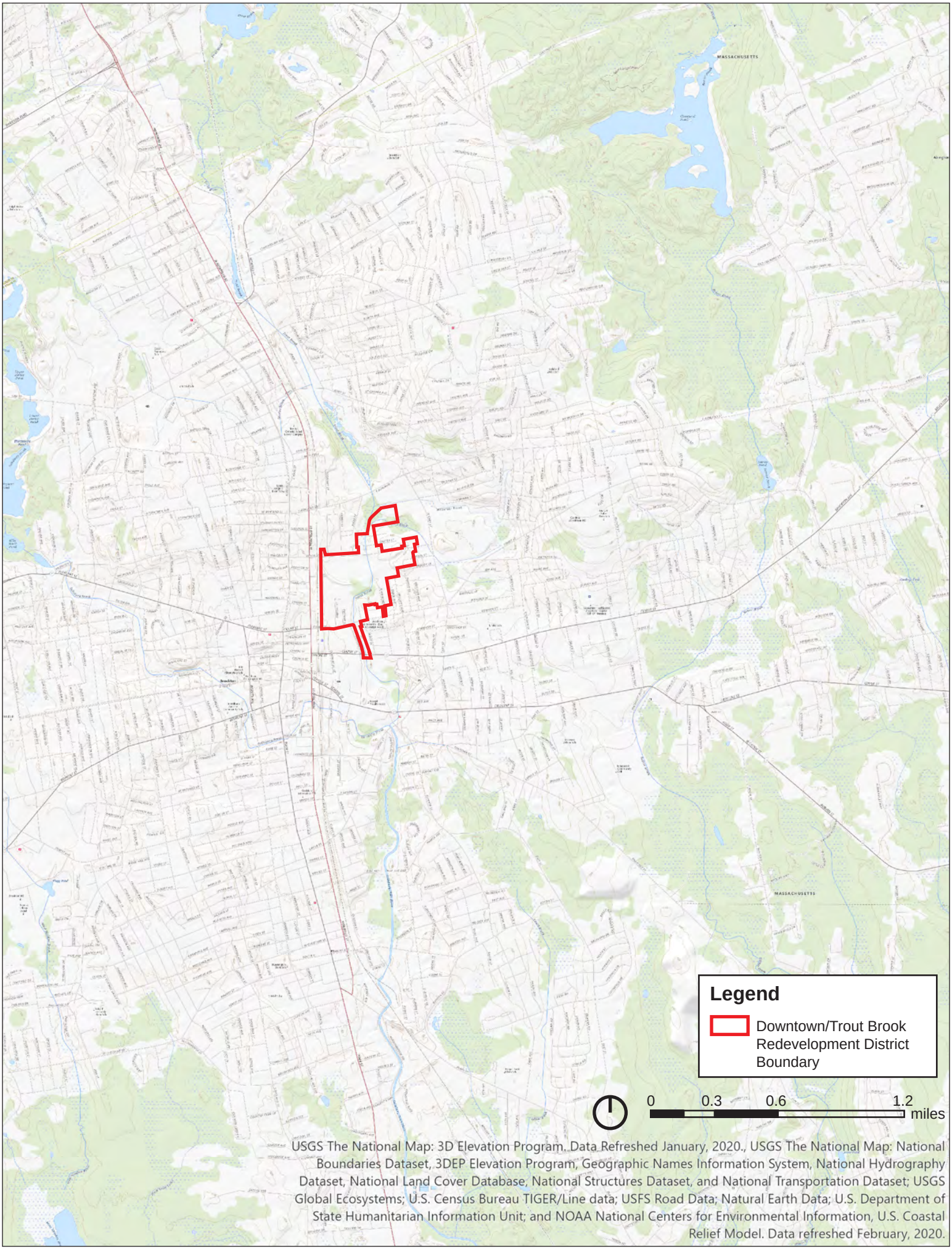
8. NOTIFICATION OF HEARING TO MASSACHUSETTS HISTORICAL COMMISSION

The BRA supplied a copy of the draft plan to the Massachusetts Historical Commission on March 3, 2020..

9. DOWNTOWN / TROUT BROOK REDEVELOPMENT PLAN (DRAFT SUBMITTED TO DHCD FOR APPROVAL)

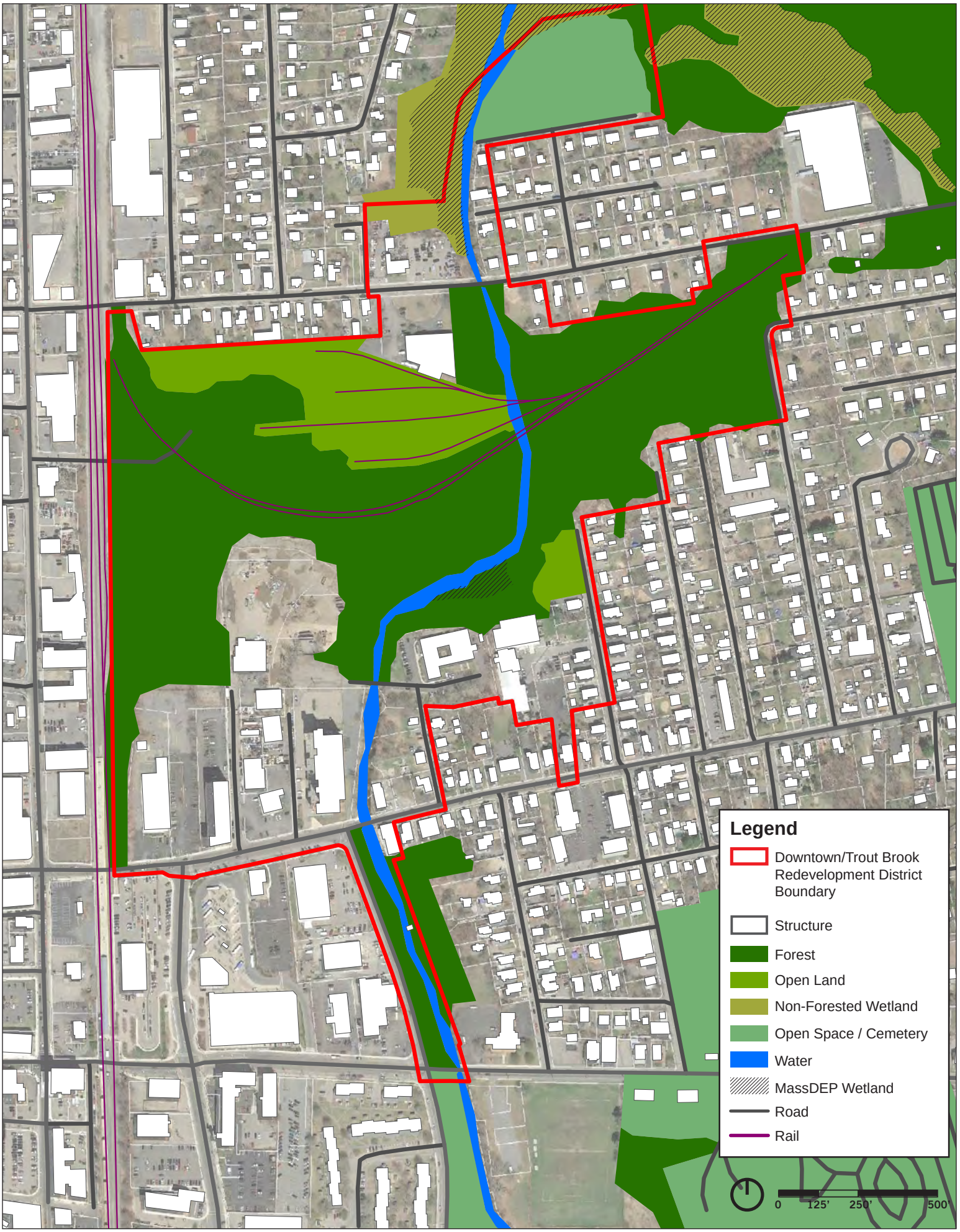
The submission copy of the *Downtown/Trout Brook/ Redevelopment Plan* and its appendices are attached.

ENF ATTACHMENT 2: U.S.G.S. MAP AT SCALE OF 1:24,000

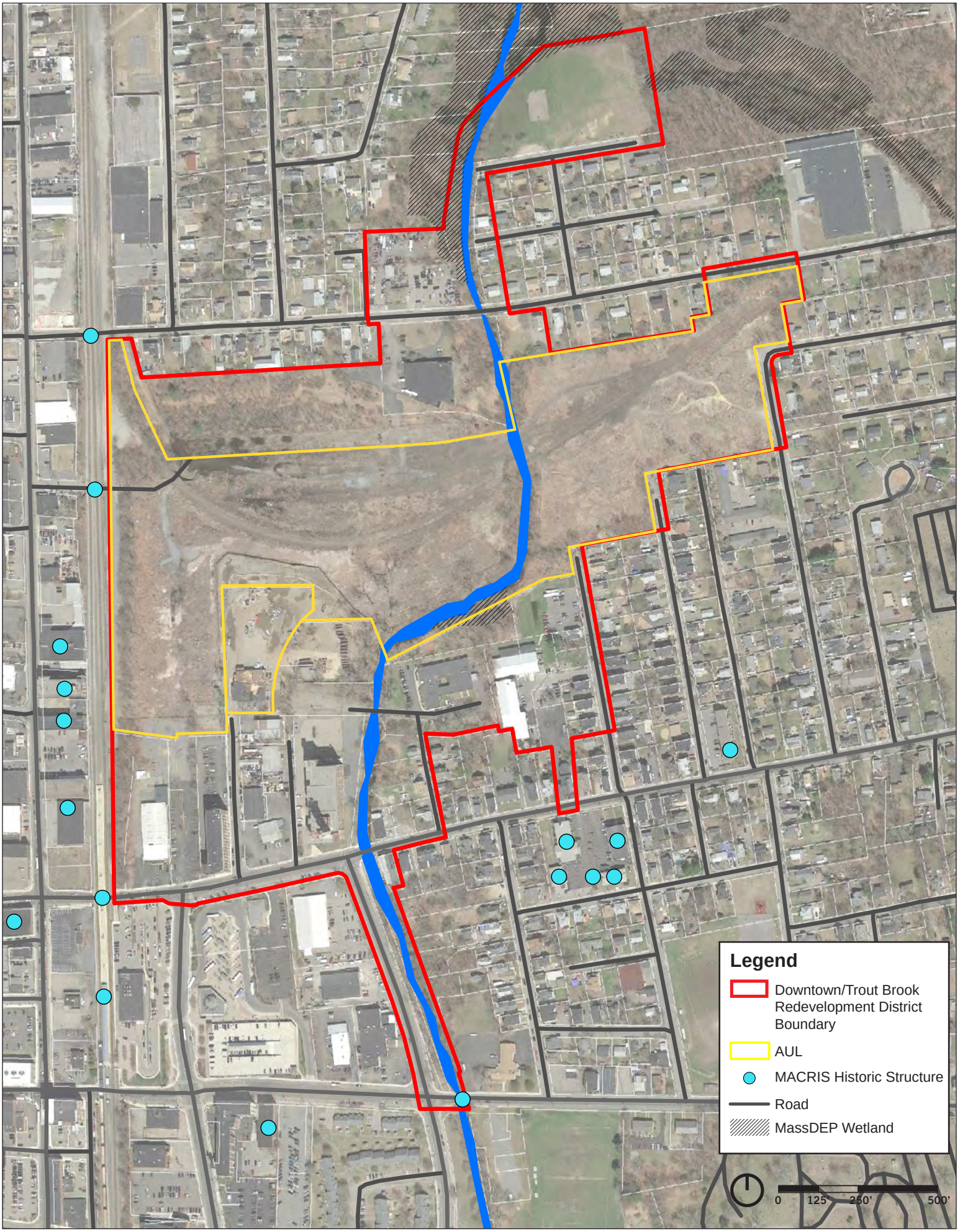


USGS The National Map: 3D Elevation Program. Data Refreshed January, 2020., USGS The National Map: National Boundaries Dataset, 3DEP Elevation Program, Geographic Names Information System, National Hydrography Dataset, National Land Cover Database, National Structures Dataset, and National Transportation Dataset; USGS Global Ecosystems; U.S. Census Bureau TIGER/Line data; USFS Road Data; Natural Earth Data; U.S. Department of State Humanitarian Information Unit; and NOAA National Centers for Environmental Information, U.S. Coastal Relief Model. Data refreshed February, 2020.

ENF ATTACHMENT 3: EXISTING CONDITIONS PLAN


Legend
Downtown/Trout Brook Redevelopment District Boundary
Structure
Forest
Open Land
Non-Forested Wetland
Open Space / Cemetery
Water
MassDEP Wetland
Road
Rail
0
125'
250'
500'

ENF ATTACHMENT 4: ENVIRONMENTAL CONSTRAINTS PLAN


Legend
Downtown/Trout Brook Redevelopment District Boundary
AUL
MACRIS Historic Structure
Road
MassDEP Wetland
0
125
250'
500'

ENF ATTACHMENT 5: PLAN OF PROPOSED CONDITIONS AT COMPLETION

Puffer Playground
Riverside Street
Elliot Street
Potential Connection to Elliot Street
Future Crosswalk Improvement
Elliot Street
Boyden Street
Single-Family neighborhood
Moody Street
Neighborhood Park
Trout Brook
Commercial Flex
Commercial Flex
Commercial Flex
Stormwater Management Landscape
Commuter Rail
Potential Public Safety Building
North Manchester Street
Tabor Avenue
Williams Avenue
Parker Street
Multifamily Residential
Multifamily Residential
Court Street
Future Intersection Improvement
Mixed-Use: Residential, First Floor Retail and Office
Future Development Area
Brockton Area Transit Centre
Brockton Police Department
Brockton Station
Future Development Area
Hunt Street
Manchester Street
Tyler Street
Plymouth Street
Future Intersection Improvement
Centre Street
Snow Park

ENF ATTACHMENT 6: PUBLIC NOTICE AND DISTRIBUTION LIST

PUBLIC NOTICE OF ENVIRONMENTAL REVIEW

PROJECT: *Downtown/Trout Brook Redevelopment Plan*

LOCATION: Brockton, MA

PROPONENT: Brockton Redevelopment Authority (BRA)

The undersigned is submitting an Environmental Notification Form ("ENF") to the Secretary of Environmental Affairs on or before: January 30, 2020.

This will initiate review of the above project pursuant to the Massachusetts Environmental Policy Act ("MEPA", M.G.L. c. 30, s.s. 61, 62, 62H). Copies of the ENF may be obtained from:

Rob May, CEcD, Director
Department of Planning and Economic Development
City of Brockton
Brockton City Hall
45 School Street
Brockton. MA 02301
508-580-7113
rmay@cobma.us

Copies of the ENF will be sent to the **Conservation Commission and Planning Board of Brockton**, Massachusetts where they may be inspected.

The Secretary of Environmental Affairs will publish notice of the ENF in the Environmental Monitor, will receive public comments on the project for twenty (20) days, and will then decide, within ten (10) days, if an Environmental Impact Report is needed. A site visit and consultation on the project may also be scheduled. All persons wishing to comment on the project, or to be notified of a site visit or consultation session, should write to the Secretary of Environmental Affairs, 100 Cambridge Street, Suite 900 Boston, MA 02114, Attention: MEPA Office, referencing the above project.

ENF ATTACHMENT 6: PUBLIC NOTICE AND DISTRIBUTION LIST (CONT.)

Department of Environmental Protection
Commissioner's Office
One Winter Street Boston, MA 02108
helena.boccadoro@mass.gov

Attn: MEPA Office
100 Cambridge Street, Suite 900
Boston, MA 02114
MEPA@mass.gov

MassDEP Southeast Region Main Office
Attn: MEPA Coordinator
20 Riverside Drive
Lakeville, MA 02347
george.zoto@mass.gov
jonathan.hobill@mass.gov

Massachusetts Department of Transportation
Public/Private Development Unit
10 Park Plaza, Suite #4150
Boston, MA 02116
lionel.lucien@dot.state.ma.us
catrina.meyer@dot.state.ma.us

Massachusetts DOT District Office
District #5
Attn: MEPA Coordinator
1000 County Street
Taunton, MA 02780
barbara.lachance@dot.state.ma.us

Massachusetts Historical Commission
The MA Archives Building
220 Morrissey Boulevard
Boston, MA 02125

Old Colony Planning Council
70 School Street
Brockton, MA 02301
mwaldron@ocpcrpa.org

Brockton City Council
45 School Street
Brockton, MA 02301

Department of Planning and Economic Development
45 School Street
Brockton, MA 02301

Brockton Conservation Commission
45 School Street
Brockton, MA 02301

Board of Health
60 Crescent Street
Brockton, MA 02301

Brockton Public Library
304 Main Street
Brockton, MA 02301

Department of Conservation and Recreation
Attn: MEPA Coordinator
251 Causeway Street, Suite 600
Boston, MA 02114-2104
andy.backman@mass.gov

Massachusetts Bay Transit Authority
Attn: MEPA Coordinator
10 Park Plaza, 6th Fl.
Boston, MA 02216-3966
MEPAcoordinator@mbta.com

ENF ATTACHMENT 7: LIST OF MUNICIPAL AND FEDERAL PERMITS AND REVIEWS

The Downtown/Trout Brook Redevelopment Plan has fulfilled the requirements of 760 CMR 12.00 for the municipal approval process.

- Determination by the Brockton Redevelopment Authority that the urban renewal area qualifies as a decadent area under Massachusetts General Laws Chapter 121B.
- Determination by the Planning Board of the City of Brockton that the Downtown/Trout Brook Redevelopment Plan is in conformance with previous planning efforts.
- Determination by counsel to the Brockton Redevelopment Authority that the Plan is in conformance with known applicable laws and regulations.
- Approval of the Plan by City Council

The Master Planning Committee, which was first assembled for the development of the Downtown/Trout Brook Master Plan, provided information and feedback throughout the process. In addition, the Redevelopment Authority sponsored one open house workshop where community members could learn about the planning process, ask questions, and share comments with the planning team.

Because there is no specific development project associated with the *Downtown/Trout Brook Redevelopment Plan*, no municipal or federal permits are required.

ENF ATTACHMENT 8: NOTIFICATION OF HEARING SENT TO MASSACHUSETTS HISTORICAL COMMISSION

CITY OF BROCKTON

DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT

Planning Board Historical Commission Conservation Commission

Robert F. Sullivan
Mayor

Robert May, CEcD
Director

March 3, 2020

Massachusetts Historical Commission
Technical Services Division
220 Morrissey Boulevard
Boston, Massachusetts 02125

RE: Downtown Trout Brook Urban Renewal Plan

To whom it may concern:

Enclosed please find a copy of the Downtown Trout Brook Urban Renewal Plan for your review prior to its submission to the Brockton City Council.

Should you have any questions or comments, please contact me at your earliest convenience.

Sincerely,

Rob May
Director of Planning and Economic Development

45 School Street, Brockton, Massachusetts 02301 • 508-580-7113 • planning@cobma.us

ENF ATTACHMENT 9: DOWNTOWN/TROUT BROOK REDEVELOPMENT PLAN (APPROVED BY THE CITY COUNCIL, DECEMBER 2020)